employment service review

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"We would have to have our heads in the sand to believe we can continue to hire only experienced people."

U.S. Department of Labor, Manpower Administration

December 1968

John M. Virden, the editor of the EMPLOYMENT SERVICE REVIEW, died suddenly on December 23, 1968. A retired Air Force Colonel, he was a 23-year veteran of service in the Army and Air Force. In 1949–50 he acted as Press Officer for General Eisenhower.

Before coming to the Department of Labor, the Colonel had been Assistant Dean of Military Science at the University of Maryland and an editor for the Army-Times Publishing Company.

One of Col. Virden's "minor" achievements, sharing with Milton and Coleridge the distinction of being quoted in Webster's Unabridged Dictionary, concerns the use of the word "sad." Those who heard "the long sad notes of taps" at Arlington on December 27—and those whose privilege it was to know and work with him—salute the writer and the man, and cannot but keep a happy memory of him.

U.S. DEPARTMENT OF LABOR
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MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator

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John M. Virden, Editor

employment
service review

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HIGH COST

of Sex Discrimination in Employment Practices*

MARY DUBLIN KEYSERLING

What are the prospects for American women in the years ahead?

For some—far too many—the freedom to engage more fully and productively in American society is still limited by social forces too large for them as individuals to control. . . .

But for the majority—and a growing majority—of American women there are greater opportunities than ever before. The issue is to what extent they will use them. For the American people, men and women alike, new opportunities have been added and old ones have been widened over the past 5 years.

★ ★ ★

This is the optimistic note sounded by the 5-year report of the Interdepartmental Committee on the Status of Women, AMERICAN WOMEN 1963–1968, which was sent to the President in October.

There is good reason to be optimistic, for some significant legislative and executive actions have been taken in the past 5 years that have done much to build a national policy of equality in employment. These include the Equal Pay Act, title VII of the Civil Rights Act which includes a prohibition against sex discrimination in employment, and Executive Order 11375 which protects women from discrimination on the basis of sex in Federal employment and in employment by Federal contractors and subcontractors. The example set by the Federal Government has stimulated interest in similar safeguards at the State level. State commissions on the status of women, which have been established during the past 5 years in every State, have joined forces with women's organizations and other concerned groups to press for legislation and community action to benefit women. Today 36 States have some form of equal pay legislation and 15 States and the District of Columbia ban sex discrimination in their fair employment practice laws.

The passage of legislation is but part of the job. A no less important and difficult task is to change attitudes—to get employers to retool their thinking about women as potential employees, to get women to plan for and accept the responsibilities that wider opportunities bring, and to get the public as a whole to accept the concept of women as contributors to our society not only as homemakers but as jobholders, volunteer workers, and community leaders as well.

There is evidence that many business leaders are deeply committed to making equal employment a reality for all, but it will not be easy to eradicate many of the myths that have long existed and that continue to block women's economic advance. What makes compliance with the prohibition of sex discrimination in employment harder to effect than the elimination of other types of discrimination is that so many employers

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** This article is based on an address by Mrs. Keyserling at the Conference on Sex Discrimination in Employment sponsored by the University of California, Los Angeles, in cooperation with the Personnel and Industrial Relations Association, Inc., and the Women's Bureau, Los Angeles, September 19, 1968.*

Mary Dublin Keyserling is Director, Women's Bureau, Wage and Labor Standards Administration, U.S. Department of Labor.

are unaware of the extent to which their employment policies do, in fact, discriminate against women. And discrimination leads to unequal opportunity and to the social and economic wastes involved whenever human resources are underutilized.

It is important that we get a clear picture of the realities of women's current position in the labor force if we are going to effect changes in attitude and practice.

Let's face it. We are drawing very inadequately on the abilities of women in the labor force. As President Johnson once put it: "The underutilization of American women continues to be the most tragic and the most senseless waste of this century."

What were the facts that the President must have had in mind when he made this statement? He knew, of course, that more women are employed than ever before in our history—more than 29 million women 16 years of age and over are in the labor force, considerably more than twice the number in 1940. Actually, about one-half of all our women between the ages of 18 and 65 are now wage earners.

The President was, in effect, telling us that we must take a hard look at how the talents of women in the labor force are actually being used. First, it's very apparent that women are highly concentrated in the least skilled, least rewarded, and least rewarding jobs. Of all women who worked year round and full time in 1966, one-quarter had money incomes of less than $3,000. (By money income we mean not only income from wages but from all other sources as well.)

More than two-thirds of all women in year-round full-time jobs had money incomes under $5,000. How does this compare with men? Fewer than one-quarter of all men working year round at full time were in this income bracket.

A very small proportion of women make their way into the higher paying jobs. Only seven-tenths of 1 percent earned wages or salaries of $10,000 or more in 1966, while the proportion of men doing so was almost 20 times higher.

The relative earnings of women and men give a pretty good indication of their relative location in the work force structure. This doesn't reflect unequal pay for equal work. That remains a problem, but the fact is most women don't get the chance to do equal work. They are in jobs carrying the label "women's work," and with a relatively low price tag.

When we compare median earnings of men and women in recent years we find that the relative concentration of women in the less advantaged jobs has been intensifying rather than improving. In 1955, the median earnings of women employed year round full-time were 65 percent of those of men. It's now down to 58 percent.

Mrs. Sarah A. Smith is a specialist in community relations at the General Electric Company Missile and Space Division, Valley Forge Space Technology Center, Philadelphia. She says, "I am constantly among and working with people in the community . . . and find this very rewarding and deeply satisfying."

Furthermore, women constitute far larger and growing percentages of those in the service trades and clerical occupations than they did before World War II. They are now a much smaller percentage than they used to be of those in the more privileged area of professional and technical work—down from 45 percent in 1940 to 38 percent.

Women have made very little progress in the upper echelons. They are still only 1 percent of our engineers, 3 percent of our lawyers—and it's taken nearly 30 years to go from 5 percent to 7 percent of our doctors.

In no other country does so large a percentage of women go to college. In few countries does the average woman work as many years as in ours. Yet in most other industrialized countries women constitute far larger percentages of those in the professions. Other nations educate relatively few women but use them well. We educate many—the more educated they are the more likely they are to work, and the longer they

are likely to work—then we waste their training and their talents. Almost a fifth of our women college graduates are in factory jobs or sales, clerical, or service trade workers.

Business and industry are especially concerned with the shortage of able management personnel. Yet women play a negligible role in management. Said a recent study published in the HARVARD BUSINESS REVIEW, "The barriers to women in management are so great there is scarcely anything to study." It was reported that the process of breaking down the barriers cannot be observed "since this occurs so rarely at present."

A survey by the Bureau of National Affairs published in December 1967 indicates we are making far slower headway in breaking down barriers to employment opportunities based on sex than we are with respect to race, as far as recruiting, hiring, and promotion, as well as terms of work, are concerned.

Why the conspicuous underuse of women in the labor force and the slowness of our efforts to do a better job? There are, of course, many factors involved, not the least of which are the myths about women's work performance that some employers still cherish.

Let's start with the view so frequently stated that it doesn't pay to promote a woman, or to train her for supervisory jobs or other managerial assignments. Why? "Because she'll only marry and leave and the investment will be wasted."

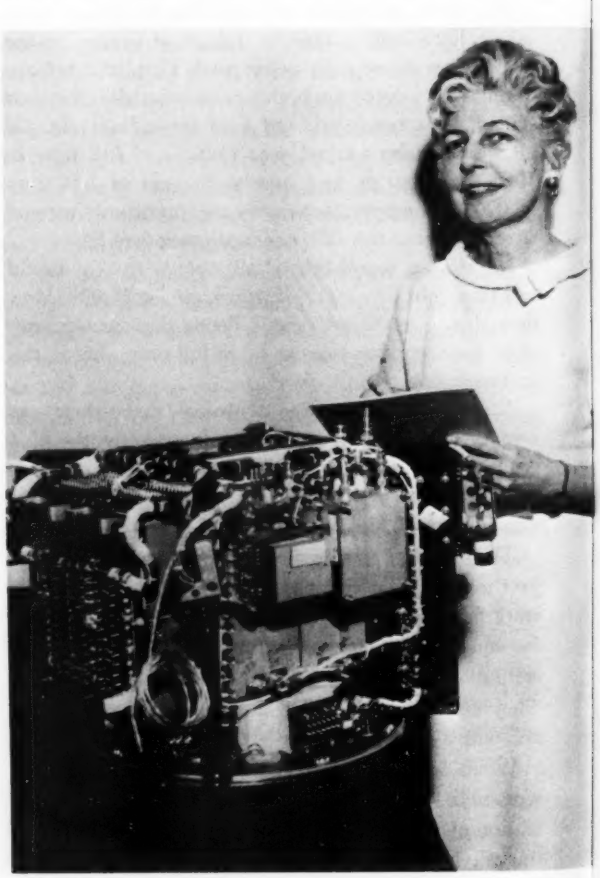
This may have had relevance 30 or more years ago when the great majority of working women were young. A very large proportion did leave their jobs in their midtwenties for marriage and to rear families, with relatively small likelihood they would return. The picture is very different today. The training of young women amply pays off, for fewer leave to bear and rear children, never to return. They are increasingly apt to take maternity leave and come back to the job in a relatively short time. Actually, more than seven times as many mothers are in the labor force now as in 1940.

About 60 percent of all women in the labor force are married. Twenty percent are widowed, separated, or divorced; the remainder are single women. Increasingly the fact of life is that more and more women combine marriage and employment. And the higher the degree of education of the woman, the more likely this is to be so.

The difference between the average work life expectancy of men and women has been narrowing rapidly. Our figures are a little old; they are based on the 1960 census. They show the average woman at work then could expect to bring home a paycheck for about 25 years. The 1970 census figures will, we know, show that this work period has since lengthened significantly.

Here's an illustration of the increased attachment of women to the labor force. Take all women at work at the age of 35. The single woman can expect, on the average, to be on the job another 31 years—about 2½ years more than the average man of 35. Those who are widowed, separated, or divorced can anticipate another 28 years of work on the average—about one-half year less than the average man. And as for the married women with husbands and most of them with children—their average work life expectation at 35 is another 24 years.

Mary M. Schaefer, Senior Editor in charge of Reports Office of Space Development, Department of the Applied Physics Laboratory, The Johns Hopkins University, taking notes on the status of the electronics of the LIDOS satellite which the Applied Physics Laboratory is developing for the Navy Department. Data from the satellite will be used in geodetic studies.



Mrs. Mary Dublin Keyserling, Director of the Women's Bureau, U.S. Department of Labor, discusses employment problems peculiar to women workers at a conference in Washington.

It's puzzling that the notion that it doesn't pay to train or promote a woman should persist so strongly despite the great change in women's work patterns. It is true women do marry and do leave jobs, some for short periods, some for longer periods. But men leave their jobs, too. A Labor Department study of job mobility indicates that a 20-year-old man in 1961 could expect to make about seven changes in employers during the rest of his life. Job mobility has been increasing since then and will continue to do so. You train a man and he leaves. That's life. You hire another and benefit by the training he got elsewhere. This is also true of women. In fact, as shown by another Department of Labor study, men tend to move from one job to another somewhat more often than women. In the survey year, 11 percent of the men changed jobs one or more times. The figure was 8.6 percent for women.

Thus, the failure to recruit, train, and promote women is bad employment practice from the point of view of employer self-interest, quite apart from the inequity and hardship women suffer because of it.

Too many employers still harbor the notion women are pin money workers and that their position or pay doesn't really matter so much.

How very wrong this is. Pay and job rank matter no less to the single woman than to the single man. Both work to support themselves. Who wants to discriminate against women who are widowed, separated, or divorced? Most of them must support themselves and their families. It's the married woman who, all too often, is regarded as the "supplementary" earner who doesn't really need a job. The truth is about a sixth of the 16 million married women in the labor force have husbands with incomes of less than $3,000 a year. These women work for reasons of hard economic necessity to keep their families out of dire poverty.

A good cure for poverty is a working wife. Of all husband-wife families in which the wife works, only 5 percent are poor. Of the families in which the wife does not work, 15 percent suffer the hardships of poverty.

In nearly one-fifth of all husband-wife families in which wives work, the husband's annual income ranges between $3,000 and $5,000. These women work to lift their families above the deprivation level.

Today we think of an income of $7,000 as not quite enough to assure the average family of four a modestly adequate standard of living. Six out of 10 of all families in which wives work would have incomes of less than $7,000 without their earnings.

Clearly most women work because they and their families need the money for what we regard as the basic necessities of the American way of life.

The earnings of wives make it possible for seven out of 10 of their families to enjoy incomes of $7,000 or

(*Continued on page 21*)

1001 GOOD Mistakes in Training Hard-Core Jobless

CHARLES F. LUCE

What happens when a major company hires dropouts and hard-core unemployed?

New approaches to recruiting and training are called for by a new situation familiar to all large employers. Not many years ago, Consolidated Edison, like other employers, turned away qualified applicants in sizable numbers. Recruiting was largely a selection process in an excess job market. The challenge to the personnel department was to devise proper methods and standards to choose from among several qualified applicants for each job. It would have been heresy to suggest that the company should hire a person known to be unqualified.

Today the picture has changed drastically. Fewer qualified applicants are appearing at our employment office. We cannot rely on the pressures of unemployment to send qualified applicants to see us. More importantly, we have a growing conviction that we should not restrict our hiring entirely to qualified applicants, even if the supply of qualified applicants permitted us to do so. While business cannot solve the entire problem of the unemployed and unskilled, we have embraced the school of thought that says it can and should help to solve a part of the problem. Indeed, business generally is assuming a larger share of responsibility on many fronts that formerly were thought the exclusive province of government and charity.

Here is why I believe business is taking on this new broader responsibility. Briefly summarized, there seem to be three main reasons: First, the complex of problems that plague the innercity and spill over into the suburbs cannot be solved by government alone; second, business has much to offer; third, and not by any means least, the self-interest of business. If the cities deteriorate, so will the business investment in the cities. If the cities flourish, so will business. Then there is that other reason for business involvement that Winton M. Blount, president of the U.S. Chamber of Commerce, calls the "fully aroused conscience" of the business community.

To help lift the quality of human life, business is doing the things it can do best, mainly providing job opportunities and special training for members of minority groups and other underprivileged or disadvantaged members of society. It is that aspect of the new personnel problem to which I wish to devote this article, with particular emphasis on our company's experience in hiring, motivating, and training high school dropouts and those who otherwise meet the hazily defined concept of "hard-core unemployed."

Although the New York City Human Rights Commission had told us we have one of the better equal employment opportunity rec-

Charles F. Luce is Chairman of the Board of Consolidated Edison Company of New York, Inc.

ords, we knew by the fall of 1967 that we could and must do more in this area. We also knew that to do better would require the full cooperation of the union with which we deal, the Utility Workers Union of America. A good test of any union's sense of social responsibility is its willingness to pay more than lip service to the cause of equal employment opportunity; our union passed with flying colors.

So we were able in November 1967 to start—entirely at company expense—a special training program for high school dropouts, leading to permanent positions with us. We offered 13 weeks of on-the-job training designed to train dropouts up to the level of our entry job positions, and during training paid them $1.60 per hour for a 40-hour week. Our original referrals were taken from the Civil Rights Committee of the Central Labor Council of New York City and from the many civil rights and poverty agencies with which we deal. About 80 percent were members of minority groups. They were placed in practically every department of the company. Each trainee was given 3 days of indoctrination by our Personnel and Industrial Relations Department, then transferred to his assigned department for actual on-the-job training.

When we launched this pilot program, we hired an able young executive from university ranks and put him in charge. Basically, it was a one-man operation, but he had a clerical staff and help from our Placement Bureau. He conducted the 3 days of orientation and motivation for five or six trainees each week—the rate at which we took them aboard.

Of the 99 dropouts we hired in this pilot program, 44 dropped out again—this time out of our ranks—but 55 remain as competent and permanent employees. We hope they stay, for we have found that, with proper orientation, training, and counseling, the socially and environmentally disadvantaged can become competent and productive members of society. Of the 44 who did not stay with us, seven were dismissed for poor attendance or lateness—even though we were lenient on that score—and one because he falsified his application. The other 36 resigned for a variety of reasons, mostly personal. One was under-

Charles F. Luce, President of the Board of Consolidated Edison Company of New York, Inc., presents certificates of completion of basic education course and on-the-job training for erstwhile hard-core jobless youths employed by that public utilities firm.

age, eight entered military service, and three returned to school. So our batting average with this pilot program to date has been about 55 percent. By comparison, during the 10 months since we took on the first dropout we employed 3,202 new "on trial" and regular employees—about 30 percent of them from minority groups—and lost 591 for a retention rate of 81 percent.

We Learned Through Error

We made a thousand and one mistakes with our dropout program, but most of them were "good" mistakes—good in the sense that we learned from them. We learned that we needed more supervisors and capable instructors. We learned to never talk down to these people—if we wanted their respect and best efforts. We found we needed detailed written policies and procedures for all concerned. We found we didn't have actual, meaningful on-the-job training in all departments. Trainees sometimes became confused because they were being told one thing in orientation and the opposite on the job. So there was need for better coordination. And we learned a whole new vocabulary from ghetto youth—for example, the young man who says he was "on vacation" all winter may mean he spent the winter in jail.

One of the most important things we learned was that it was not enough merely to equip our dropout trainees for entry-level jobs. We soon found that we also must give them the basic educational skills necessary to enable them to compete with our regular employees for promotions. To this end, we purchased an educational system from the MIND organization (Methods of Intellectual Development) [1] and added to our pilot training program a certain amount of education in basic language and basic mathematics.

Big Business Offers Jobs

Meanwhile, President Johnson had been challenging business and industry to help with the problem of the hard-core unemployed, and Consolidated Edison had pledged to employ 300 in this category. We planned to go into Harlem and Bedford-Stuyvesant to hire and to provide locally the initial orientation followed by guided tours of various company installations and operations to see the actual jobs awaiting the trainees.

We were eligible for Federal funding under the new MA–3 training program developed by the U.S. Deparment of Labor to encourage business and industry to help solve the problem of hard-core unemployment. We signed an MA–3 contract starting last July 1 to hire, train, and further educate, over a 2-year period, 300 hard-core unemployed who must be certified by the New York State Employment Service, or the Manpower Career Development Agency, or the South Bronx Concentrated Employment Center. The hard-core are defined by these agencies as persons from families of less than a certain income, depending on the size of the family, who also are either high school dropouts under 22, or men and women over 45 years of age, physically handicapped, or subject to special obstacles to employment.

We put our new MIND equipment and our pilot program experience to work in the new MA–3 program. We are now able to pay trainees $1.87½ per hour for 26 weeks, starting with a full week of orientation and motivation. Then follows 15 weeks of basic education (the MIND program) 2 hours per day, on company premises, mixed with 6 hours per day of pre-on-the-job training. Finally, there are 10 weeks of intensive on-the-job training. Upon successful completion of the 26-week program, each trainee receives a graduation certificate and joins the union. He becomes a regular employee eligible for full participation in the company's employee benefits program, and a competitor on the promotion ladder. After the 15-week MIND program, many graduates are ready to take their high school equivalency tests.

We have hired the hard-core in Harlem and Bedford-Stuyvesant and at our central office as well, and conducted the initial week of orientation at all three locations. Tours of our plants to look over possible future jobs originate from all three locations. We are able to give the MIND training only on company premises, limited by equipment to three classrooms for 12 students each. However, we operate them on three shifts per day, for a total of 108 MIND trainees in any one training cycle. We have not allowed our limited facilities for the MIND program to limit our hiring of the hard-core under the MA–3 program. To date we have hired 271 hard-core employees and are giving all but the first 108 their pre-on-the-job training or intensive on-the-job training first, while they await openings in the MIND classes.

Eager for MIND Course

It is a special satisfaction to report that those waiting to get into the MIND sequence are champing at the bit because of what they've heard about it from those already in the program. Their biggest fear seems to be that they might be promoted to regular status before they get this part of the program, or that in some other way they may be left out of the MIND training. Perhaps this enthusiasm for the basic math and basic language education parts of the program stems from the relevancy of classes held on the company's premises to their future jobs. Whatever the reason, our hard-core trainees see a future in education that they did not see before.

[1] For a description of this system, see "NAM Trains the Disadvantaged," A. Barry Brandt, EMPOYMENT SERVICE REVIEW, October 1966, p. 30.

It is precisely because of this, because the schools have failed to do their jobs as well as we all wish they might have, that we are forced to add basic education in the 3 R's to our hard-core training program. Consolidated Edison, like many other companies, cooperates with the schools in a raft of conventional programs to give more relevancy to education for those students for whom education is not a goal in itself. For example, we present programs—26 during 1968—at junior high and high schools dealing with job opportunities at Consolidated Edison. We arrange tours of company facilities, including transportation, for students and teachers. We serve on various vocational commissions and advisory boards. There have been suggestions that we "adopt" a particular ghetto school. We certainly are giving serious thought to various ways for greater involvement with the schools. One possibility is to offer special instructors, another is to invite use of our plant facilities for special courses.

Good Results

We do not know how meaningful these statistics are, in light of the short life of the MA–3 program to date, but we have lost only 31 of the 271 trainees hired between July 1 and October 2, or about 11 percent, compared to a loss of 17 percent of the 1,007 new "on trial" and regular employees hired during the same period. Furthermore, seven of the 31 who have left our MA–3 hard-core training program to date have done so to return to school.

Employees chosen carefully from among volunteers serve as instructors for the MIND program. Likewise, Consolidated Edison employees provide the orientation and serve as the Skills Trainers for the on-the-job training. This is one place where the program can succeed or fail—with the employee-instructors.

The person who conducts the orientation must be able to reach people who are not easily reached. His toughest job is simply to get them to believe us—that we really have a job for them, for example. For reasons enough, suspicions, fears, doubts as to sincerity are always present in the minds of the hard-core when they first come to us. If we are able to overcome the suspicions and fears and doubts at the start, the rest of the 26 weeks is easier.

Monitor Must Care

We were told "anybody" could monitor or supervise the MIND program, that its success really wasn't related to the quality of the supervisor. We found that the monitor need not have a college degree, or know any of the formal techniques of teaching. But we quickly learned the importance of using a monitor who really "gives a damn." We found that the attitude of an instructor who doesn't care shows up quickly in class performance, and we had to change some monitors for that reason. The monitor's chief function is to stimulate learning by provoking questions—by insisting, "if you don't know something, raise your hand." He is not a teacher. Neither is he a truant officer nor a social worker. He is the sparkplug who fires the group to learn.

Likewise the Skills Trainer in charge of the trainee during his on-the-job training period must be someone who realizes that a lot of things are at stake, some bigger than the future of one man. We know we have the right man on the job when he says, "I take a certain amount of pride in every man I turn out; I know I have done something for the man, the company, and for myself"; or the instructor speaking of a failure in the program, who says: "That was the worst day I ever spent in this company—the day she got fired."

During on-the-job training, we use the 1-on-1 "buddy" system in our construction and production departments, although not in the clerical areas where normal supervision suffices. The particular value of the buddy system is the first-hand knowledge the trainee gains from someone who has done the job for many years. The trainee shares the tools, the job, the responsibilities, and the pride in doing a good job.

We have found that the hard-core want to be accepted at face value. It helps to be relaxed and not too easily shocked. From the start, they are testing us more than we them. "Let's throw this one at Whitey and see if he dances," says one the first week. That is his way of trying to shock us—either with the truth or a fabrication—and measuring our reaction. If we don't "dance"—that is, if we don't show embarrassment or anger or whatever emotion he is trying to evoke—we score points.

Tell About Yourself

On the very first day we try to make them feel a part of the action, to avoid any feeling that it's just "the company" talking to them. One technique is the "biographical sketch." Our orientation leader asks the new trainee to tell what schools he has attended, some of his most interesting experiences, anything to draw him out. The leader gives his own biographical sketch, including anything truthful that will help him identify with the trainee. For example, "You had trouble with math? Man, nobody had more trouble with math than me!"

During the first week we have a session on "success and failure." We ask trainees for examples where they think they have failed in their own lives. We don't dwell on this, but ask what they learned from it—anything they could share with the rest to help them avoid the same trouble. Then we ask where they feel they had been successful in life. We want to know how they felt at that moment, and how long the glow lasted, and the like. We do bore in on this one, emphasizing that to keep going everyone needs successes, and that when a person achieves one success, he should ride

(*Continued on page 15*)

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Equal Opportunity . . .

The 1968 report on civil disorders says that jobs are "the No. 1 problem."

The Dow Chemical Company has taken some impressive steps to help solve that problem.

The company will soon complete 6 years as a participant—it was one of the first—in Plans for Progress (PfP), a voluntary organization of interested employers originally sponsored by the President's Committee on Equal Employment Opportunity (EEO). Under this plan, each participating company voluntarily adopts nondiscrimination standards and pledges itself to a

**Reprinted from the DOW DIAMOND with permission from the Dow Chemical Co., Midland, Mich.*

*and then some**

STEPHEN L. BYRNES

plan for equal employment opportunities.

Nationally, PfP totals 367 companies. It came into being to ease the integration of Negroes and other minorities into U.S. industry, on a broad scale.

President H. D. Doan, in commenting recently on Dow's commitment to PfP said ". . . We cannot ignore the society in which we live or shirk our share of the responsibility for its ills . . . Each one of us has an obligation to observe the spirit, as well as the letter, of our company's policy and our country's laws." Just words? The results from last year speak for themselves.

In 1967, one out of three of the total net gain in the company's U.S. employment was a minority person. One out of every six of the total net gain in Dow employment was Negro. These statistics indicate that Dow has made some real efforts to get results.

Goals

The goals which Dow set for itself under its PfP commitment were simple. It wants to hire significant numbers of qualified minority group applicants for jobs in every area of the company's operations. It doesn't think in terms of quotas—this is not only against the law, but it is not practical since the types of aptitudes and skills the company needs are constantly changing. But the program will not be successful until minority group applicants are being hired for all types of jobs and until they progress through all ranks of the company on equal footing with all other employees.

The director of Corporate Personnel Services, upon whom Dow's PfP responsibilities fall, says of the goals, "Our biggest problem will be convincing minority groups that opportunity exists at Dow."

Own Best Interest

Is equal opportunity in the best interest of the company? In a sense, the debate is irrelevant. The Government, the climate of public opinion, and the militant Negro community demand action, and Dow clearly has decided that a commitment to equal opportunity is in its own best interest.

As Dow's president points out, "On our own initiative, and in cooperation with government agencies, we have undertaken a number of affirmative actions to make certain that opportunities are available for Negroes and members of other minority groups.

"We will continue to seek new and effective ways to assist willing individuals to qualify themselves for employment at Dow and to convince them that they will find this company is a satisfying and rewarding place to work."

Toward a Solution

The full-time EEO Director has the responsibility of developing a program to meet the company's equal opportunity objective. He sees that the EEO program is implemented across the country, subject to normal local variations. He acts as liaison with government and civic groups concerned with minority hiring and advancement.

Basically there are two steps that the company has taken toward solving the minority unemployment problem. The first step involves assisting the minority person to qualify for employment at Dow. The essential ingredient here is not to lower employment qualification standards but instead to upgrade an applicant's qualifying ability.

Edward Evans, a Negro who has worked with the Packaging Division at Cleveland for 11 years, puts it this way: "An individual does not have to be qualified—he needs a chance to learn."

Here Dow has also refined its traditional hiring practices. The company doesn't disregard test results, school reports, and police records; rather it looks beyond these data to examine whether such records are job related.

The second step in the approach is laying a foundation from which the minority person can advance in his work after employment. Local 15489 president at Cleveland's Brookside Plant puts it another way: "The Negro man comes to work and he knows nothing of what his job is about and how to get along. We must show and teach him."

Preparation for Employment Qualification

As one example of advanced preparation for qualification, the huge chemical complex is giving grants

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Stephen L. Byrnes, a 3/8 Sioux Indian, is a student at Michigan State University.

to predominantly Negro colleges and to other colleges carrying on programs primarily designed to benefit socially disadvantaged youth. A grant to Southern University of Louisiana is designed to better prepare disadvantaged college students to meet the company's chemistry requirements by helping to upgrade Southern's chemistry department. A cooperative education program at Langston University, Langston, Okla. is supported by Dow.

The northeast region recruiting manager notes that the corporation recruits and is well received at about 35 predominantly minority colleges. Many of the graduates are well qualified, he says. "But we must continuously reexamine job requirements to better align their qualifications with actual job demands."

The Corporation's Rocky Flats Division found there weren't enough qualified applicants for various administrative jobs, so it started an EEO clerical-stenographer training program.

In preparation for the program, a trailer was equipped with desks, typewriters, and various training aids and supplies. The training is in two 8-week periods. The first comprises classroom training and the second 8-week period consists of a combination of clerical pool work and on-the-job training with other secretaries.

A pilot clerical-stenographer training program is being conducted at the Dow Texas Division in Freeport. This program provides supplementary training in arithmetic, English, vocabulary, typing, and shorthand for selected minority job applicants who are otherwise qualified for employment.

At the Texas Division, approximately 16 percent of the 1968 summer employees were Negro. The Texas Division has also provided a summer workshop for Negro high school students in the Freeport area. The workshop is conducted by instructors at a local predominantly Negro college and is financed by the company.

Other summer workshops designed to help young minority persons qualify for Dow employment are sponsored by the Midland Division, the Pitman-Moore Division, and the Western Division facilities in Walnut Creek, Calif. In order to provide transportation for the summer students unable to own cars, Pitman-Moore furnished daily transportation to and from the center at Indianapolis.

Being Developed for Employment

The Midland Division has taken yet another tack to prepare minority persons for employment qualification. Midland has donated equipment to vocational training programs in Saginaw, Mich. (which is 20 percent Negro), sent its own employees as counselors and lecturers into Saginaw schools, and brought several busloads of students to Midland for an introduction to a manufacturing company. But most of the company's efforts here are with the Saginaw County Community Action Committee (CAC).

A training center, offering classes ranging from elementary reading to business methods, is the most popular CAC service. Some 300 persons are currently enrolled in the various courses.

Among the students in CAC classes are 10 being developed for employment. The CAC training center provides course work to prepare students to pass the General Education Development test, demonstrating high school level academic and occupational level skills required for Dow jobs.

Houston Taps New Source

Recently, at the Dow Center in Houston, 20 youngsters—14 Negro and 6 Mexicans—from minority groups participated in a drafting training program conducted by Corporate Engineering and Construction Services employees.

The manager of Design Engineering at Houston strongly believes that industry must assume some of the responsibility for the employment of minority group people. "We must add to the technical pool from which we draw. We would have to have our heads in the sand to believe we can continue to hire only experienced people."

Taking Aim

The main effort in Cleveland has been channeled through "Action in Manpower Jobs" (AIM–JOBS), a Federal employment project. Over

2,000 residents of Cleveland's inner-city poverty areas have been placed in jobs since spring 1967 by AIM–JOBS. Labor Secretary Willard Wirtz has called the project "the showpiece of our national effort."

Dow's Packaging Division has become directly engaged in AIM–JOBS operations by aggressively seeking and interviewing potential applicants, and pledging to hire 40 such job candidates over the next year.

The employment manager, and the employment supervisor are dedicated to the AIM–JOBS cause. The latter is a continual watchdog of AIM–JOBS activities and jumps at the chance to assist in the project. The employment manager says, "Any help I can give may be enough encouragement for a participant to get a job or an education. So, why not give him a chance?"

These two men are also involved in the Cleveland house of corrections work release program, designed to train men in developing good work habits and to enable them to see the benefits of a steady income. As the commissioner of welfare institutes and director of the work release program puts it, "We hope this work release project will instill within these men the feeling of not being rejected from society. We all have a stake in our people."

A Co-op Program

In cooperation with the Saginaw First Ward Community Center, the company sponsored a cooperative program for Negro high school girls. It involved girls who attend regular morning classes at four Saginaw high schools and work afternoons at Dow, 5 days a week. Their work varies considerably among such jobs as answering telephones, data processing code work, filing, copying, typing, and data collection.

The company was so impressed with the quality of the high school girls that it asked the First Ward Community Center Director to work out a similar program for adults.

Job Fairs

The corporation's EEO efforts also include involvement in job fairs.

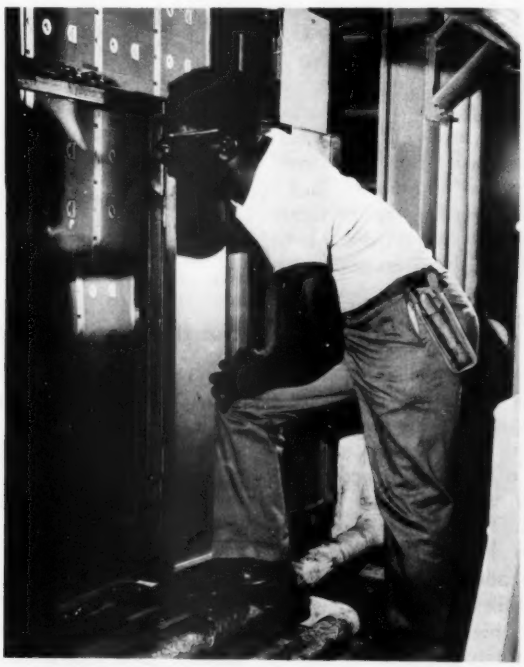
A DENVER POST article credited the Rocky Flats Division with having one of the eight most popular booths in Denver's first job fair. The 1968 program, which was held in the Denver Coliseum, had approximately 100 participating companies.

Dow representatives talked to about 2,500 persons. The employee relations manager says, "As a result of these contacts, we realized 100 or more interviews at the plant within a week after the fair."

The Houston Dow Center hired 13 disadvantaged minority youths from a 2-day job fair at the beginning of the summer. As for future recruits in minority groups, Houston will couple this practice with participation in college co-op programs.

Special education classes are provided at Freeport, Tex., as a program to help individuals qualify for Dow employment.

These classes are financed by the Texas Division and conducted by a local school system. Job applicants and potential job applicants who need a refresher in basic education and experience in taking tests to qualify for employment are provided classroom training to improve their skills.



Laying the Foundation for Advancement

On step two of its overall program—helping the individual qualify for advancement once he is on the job—Dow's EEO measures appear to be having some effect. During the first quarter of 1968, the rate of minority turnover fell to 5.95 percent while the combined Dow units increased minority hiring during the same period by 7.07 percent. The corporation currently has approximately 1,103 minority employees on the payroll.

Upgrading Aptitudes

What are some of the EEO efforts being made after an individual is

hired? Consider Rocky Flats' establishment of a program aimed at upgrading employees' qualifications. Designed for laborers and janitors, the program provides to interested employees a basic understanding of math, chemistry, and physics. After successful completion of the training, the men should be able to pass required tests for admittance into progression programs. These programs, in turn, lead to higher skilled positions.

Vital to success in step two, of course, is the coperation of the fellow workers and supervisors with whom the minority employee comes in contact.

Progress at Louisiana

Jim Gainer, a 29-year-old Negro working at Dow's Louisiana Division, joined the company in June 1964 as a junior operations technician in the Low-Density Polyethylene Plant. He feels he has made good progress. Jim is quick to point out, "I'm advancing as fast as my qualifications allow.

"I won't say there haven't been times at work when I've had some distasteful experiences, but they've been much more the exception than the rule. My supervisors and the guys I work with have treated me fairly."

Also at Louisiana, Eugene Williams, too, has had some isolated experiences, which weren't too pleasant, but feels that, on the whole, things have gone smoothly for him.

The 34-year-old Negro former schoolteacher points out, "During the time I've been at Dow, I've had at least two supervisors who went out of their way to help me and I don't mean by giving me preferential treatment. We talked about EEO frankly on a man-to-man basis. And any time you can sit down and talk about your problems, you've already got half of them solved."

Advancement depends on the individual, too. Joe Allison, a 26-year-old Negro, is partly responsible for studies and recommendations resulting in a substantial increase in production capacity at one of the plants in the Louisiana Division. Allison plans to take advantage of Dow's educational refund program and start working on his master's degree in chemistry at Louisiana State University this year.

Civic Leadership

Looking at Dow's efforts as a company to solve the minority unemployment problems does not reveal the whole story of participation in civil rights. There is a certain "human involvement" among the employees to go that "extra mile" necessary to help the disadvantaged person.

Consider, for example, the efforts of the office manager of the Hanging Rock Plant, Ironton, Ohio. He was elected chairman of the Portsmouth, Ohio Citizen's Council on Human Relations at its inception and is now serving his third year in this capacity.

Hanging Rock Success

This human relations council was successful in getting a fair housing ordinance adopted in Ironton, Ohio in early 1968. The council also stimulated the local school's interest in Negro History Week and presently is compiling information on the personnel interviewing and hiring practices of the city's retail and industrial concerns.

Six Pitman-Moore Division employees have joined in a program

known as VAC, or the Voluntary Adviser Corps. VAC has been sponsored by the Indianapolis Chamber of Commerce (ICC) since 1965 to bring business community resources to bear on the solution of the minority unemployment problem.

Volunteer advisers are trained, then assigned a candidate. Each spends an average of 2 hours a week for 6 to 8 weeks helping a candidate. The adviser gives limited, yet necessary, assistance or he can refer the candidate to professional counselors.

The program is for all unemployed people who want to work. According to the Indianapolis Chamber of Commerce, "It is not a civil rights campaign."

The basic aim is to help their fellow men via the knowledge and experience businessmen have gained through their own jobs.

The chamber of commerce reported as of July that VAC, citywide, had found employment for 412 of the 1,204 jobseekers who sought aid this year.

Dealing With Problems

The employment supervisor for Dow's Cleveland Packaging Division adds endless "human effort" to the unemployment problem. For example he is president of the Matt Talbot Inn, a halfway house for alcoholics who are released from the Cleveland House of Correction with "no place to go."

He is also senior adviser for the Cleveland junior achievement program.

He contributes part of his time to the Case-Western Reserve University workshop on disadvantaged youth. He deals specifically, in this case, with the problems of employment for Negro high school graduates.

There is a growing conviction that business is equipped to do much in the civil rights and urban crises. It only stands to reason that business should be the leading edge of national progress in the equal opportunity struggle.

Real Pioneering

Major General S. W. Connelly, previous head of AIM–JOBS, and presently executive director of Cleveland's Project WORK, points out, "Dow is one of the few companies in Cleveland which is doing real pioneering in this EEO field. Its main contribution to EEO work here has been that of participating in both preemployment and postemployment programs. Both are important in solving the minority unemployment problem."

Even though some black militants mistrust the business community's intent, black psychologist Kenneth B. Clark said, "Business and industry are our best hope. They are the most realistic elements of our society."

1001 GOOD Mistakes

(*Continued from page 9*)

it and it can carry him to other successes. Most of our trainees are more familiar with failure than success. We want them to keep thinking how it feels to be successful. For many trainees this program is their first success.

We try to convince them that "we need you. You are tomorrow's Consolidated Edison." If we say it right, and back it with evidence, they can be persuaded. After a short while, they begin to realize that if they fail the company may fail, but if they succeed it will succeed, and so will they.

Feedback from the trainees tells us that the plant tour to see the jobs waiting for them is very helpful. Feedback tells us that the hard hat, with the trainee's name printed on it, which is waiting for him on his first assignment to on-the-job training, makes him feel welcome and starts him on the road to that necessary feeling of belonging. Success stories of our own people who started at the bottom impress them. For example: "That foreman didn't start as a foreman; he used that pipe wrench before you did!"

Our monitors report that after 4 or 5 weeks in a MIND class, the trainees start forgetting some of their sharp differences as whites and blacks and Puerto Ricans, and suddenly become "The Class of November 1968." When a trainee blurts out, "Man, I'm going to stay here the rest of my life," or a group comes to an instructor and says, "Don't worry, man, we won't let you down," we have reason to think we may be on the right track.

"We won't let you down!" What a marvelous attitude for any employee, let alone a hard-core trainee just a few weeks into the program.

It is this kind of attitude that leads some of our department heads to report that on the average our MA–3 trainees have been just a cut above our "on trial" and other new regular employees—and to suggest that perhaps we should consider giving *all* new employees some of the same kind of orientation and training we give the hard-core.

This is not to suggest that all supervisors accept the hard-core enthusiastically, or that all rank and file accept them without reservation. We have had a few backlash incidents, though not nearly as many as one might expect when he considers the very great change in our hiring policies and practices.

One of our foremen tells me that some of the resentment he finds among some of the rank and file toward hard-core trainees is caused by a feeling of being shortchanged because they didn't get the same opportunity for orientation and special training and basic education. This foreman says nobody likes to see somebody get ahead of him—not for malicious reasons, but because of self-pride. He calls this kind of resentment "healthy" and says that he's glad to see it because the rest of our people are going to be better because of it; they're going to work harder and be more concerned with self-improvement, themselves. I hope he's right.

"It is estimated that there are approximately 2 million alcoholics who are employed. The drinking problem creates a serious waste in the Nation's economy. The cost to industry is about $2 billion annually."

ALCOHOLISM and the

Alcoholism ranks as the third greatest health problem in the United States. It is exceeded in importance only by heart disease and mental illness. For every individual suffering from alcoholism, there are five or six other persons related by family or business who are adversely affected. In reality, drink may well be the most serious of all our illnesses, for when an alcoholic

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Employment Service Review

world of work

FRANK W. UHLMANN

dies, the death certificate is often falsified by the insertion of such euphemisms as hepatitis, heart disease, pneumonia, tuberculosis, diabetes, mental illness of even automobile fatality.

A Widespread Problem

There are nearly one-quarter of a million individuals entering the ranks of alcoholics every year. There are some 80 million drinkers in the United States, and of this number there are 5 million alcoholics, according to estimates from professionals in the field. Statistics on alcoholism are sometimes unreliable. Due to the secretive nature of alcoholics, and the various methods used to hide their problem, it is difficult to know precisely how many there are in the general population.

It is estimated that approximately 2 million alcoholics are employed in the world of work. The drinking problems of these individuals, far from being a private affair, create a serious problem of waste in the Nation's economy. The cost to industry is estimated to be about $2 billion annually.

The social consequences of the illness of alcoholism are incalculable. In addition to a higher mortality rate, there are also higher rates of divorce, poverty, physical abuse, and cruelty—both mental and physical. The disruption of family and social life often leads to severe maladjustments in the children and may directly or indirectly contribute to future delinquency, school dropouts, crime, neurosis, and serious personality disorders.

Alcoholism Defined

The stereotype of the alcoholic as a skid row character is erroneous. Many people suffering from alcoholism are found in homes, offices, places of business, in every walk of life without regard to social standing, occupation, intelligence, education, national origin, or race.

During the past few years alcoholism has come out of the shadows

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and is now definitely "In." A recent decision by the U.S. Court of Appeals changed alcoholism from a crime to an illness, but this diagnosis had previously been made by such authorities as the World Health Association, the American Medical Association, the American Hospital Association, the American Psychiatric Association, the Department of Health, Education, and Welfare, and the National Council on Alcoholism.

This general acceptance of alcoholism as an illness not only reflects a different concept, but also requires a new approach to its treatment. Alcoholism finally received recognition as a personal and social catastrophe that 25 years of sustained research efforts had shown it to be. No one expects that the incidence of alcoholism will diminish markedly in the foreseeable future. There are no drugs available now to work out the kind of cure that has eradicated or eliminated other illnesses. However, for the first time large amounts of Federal and State funds have been devoted for research and treatment of the illness.

Alcoholism may be defined as chronic, uncontrolled d r i n k i n g which interferes with normal living by the continuing problems it creates in some areas of one's life. It is a behavioral disturbance in which the excess drinking of alcohol interferes with the physical and/or mental health of the individual. Medical science is not yet able to say precisely why some people develop alcoholism while others, who may perhaps be heavier drinkers, do not. A great deal of study and research still needs to be done on the causes of alcoholism. Various speculations include body chemistry, physical makeup, plus a combination of physical and emotional factors.

The public service TV Education Exchange Series "To Live Again" consists of 10 half-hour shows describing the problems handicapped persons have to face and the ways in which the disabled can surmount their disabilities. The subjects cover architectural barriers for the disabled, alcoholism, mental retardation, speech and hearing, drugs, poverty, handicapped homemakers, research, public offenders, and the blind. In the program shown here called "Alcohol," Joseph Hunt, Commissioner, Rehabilitation Services Administration, HEW, interviewed Robert Kessler, seated left, who told the story of his return from skid row and his rehabilitation.

Organizational Responses to Alcoholism

In recent years many organizations have taken steps to cope with the problems of alcoholism. Because of the humane considerations and the cost involved, management's attention is focused on ways to deal with this widespread problem. A growing number of companies have established programs for their employees to deal with alcoholism. The Civil Service Commission sponsored a conference on drinking problems in November 1967, and Government agencies are implementing programs for their employees on this critical health problem.

Requirements for a successful program include a definite statement of the organization's policy toward employees with drinking problems. The illness must be handled like any other nonoccupational disease, as a medical problem, relying largely upon outside treatment facilities. Programs on alcoholism are diversified but usually include orientation and information by the organization's representatives. The next step is usually the initiation of a training program for supervisors and union personnel. Treatment resources, both internal and external to the organization, should be identified.

Communities vary widely in the kind and amount of treatment resources available. The National Council on Alcoholism has available numerous locations throughout the United States working for the prevention and control of alcoholism. One of the most widespread and readily available resources external to the organization is Alcoholics Anonymous. Their "12 Steps to Recovery Program" has a significant impact on the treatment and rehabilitation of alcoholics. Many physicians specialize in the treat-

ment of alcoholism. Types of treatment vary and may include the use of new drugs, psychiatric appraisal, psychotherapy, and a combination of both individual counseling and group therapy.

Department of Labor Response

The Department of Labor introduced a program on alcoholism in October 1967. This was in cooperation with Labor Lodge 12, American Federation of Government Employees, and the National Council of Field Labor Lodges. The Department issued Secretary's Order 22–67 recognizing alcoholism as a health problem. To the extent that alcoholism created unnecessary costs for the Department, and to the extent that it affected the health, performance, and job conduct of its employees, it is a problem of concern to management which requires action. Accordingly, it is the policy of the Department of Labor to:

a. Maintain a neutral attitude concerning the decision of any employees to use or not to use alcoholic beverages off the job.

b. Establish programs to identify, at the earliest stage, employees whose drinking habits have resulted in job difficulties with a view to seeking their rehabilitation.

c. Utilize existing community resources for the rehabilitation of alcoholics.

d. Conduct programs on alcoholism under the highest professional standards, avoiding either the fact or appearance of invasion of privacy and preserving to the ill employee the same degree of self-respect and confidentiality of medical condition and records as pertains to any other health problem which interferes with the full and satisfactory discharge of duty.

e. Grant sick leave and advanced sick leave for medical treatment as appropriate and required in the course of rehabilitation to employees suffering from diagnosed alcoholism and following an approved program of rehabilitation. In the absence of an approved course of treatment following a diagnosis of alcoholism, the employee's use of sick leave should be controlled in accordance with applicable regulations.

f. Recognize that there will be instances in which the employee is unable or unwilling to recognize his health problem or is unable or unwilling to follow through on a program of rehabilitation. In such cases, his retention in or removal from Federal service shall be determined in accordance with applicable Departmental regulations for the control of work performance and conduct, as appropriate.

g. Consult with recognized employee organizations in the establishment of programs for assistance and referral of alcoholics to approved rehabilitation facilities.

Like Other Programs

In principle, the program is no different from any other which is available to the supervisor to correct deficiencies in work performance, attendance, or conduct. It incorporates the tools available under applicable Department regulations. It anticipates that the supervisor is in a position to attempt to correct the unsatisfactory employee through nondisciplinary methods in the beginning. The supervisor has the additional responsibility to attempt to motivate the employee into

Left to right: Dr. Frank W. Uhlmann, Director of Supervisory Services, Leo R. Werts, Assistant Secretary for Administration, and Charles H. Roberts, Acting Director of Personnel. These three Department of Labor officials were the chief designers of the program for the discovery and rehabilitation of chronic alcoholics in the Nation's work force. Their recommendations have been widely adopted within the government agencies and by major industrial firms.

seeking assistance in overcoming the drinking problem, utilizing existing internal and external professional resources.

The Department's policy and program on alcoholism has been communicated to all employees. Supervisors received a "Tips for Supervisors" entitled "Employee Drinking Problems—The Supervisor's Responsibility," in February 1968. The keystone of any successful program dealing with problem drinkers and alcoholism is the supervisor. Other than the employee and his family, the supervisor is in the best position to recognize and identify actual or potential problem cases. What the supervisor does, how he does it, and particularly how soon he does it will directly affect the employee's chances of rehabilitation and the Department's efforts to restore him to a productive role.

Assistance to Supervisors in the Department

"Alcoholism, a Guide for Supervisors" was issued in June 1968. The guide includes a brief introduction and states the policy of the Department of Labor regarding alcoholism. It provides definitions of alcoholism, alcoholic, and problem drinker, and presents a brief background on alcohol and the illness of alcoholism. The guide includes the supervisor's responsibilities concerning the program; the role the supervisor plays in the early identification of the potential alcoholic; how to discuss the problem with the employee in order to motivate him to seek assistance; and the records a supervisor should maintain. A brief chapter on diagnosis and referral clearly states that diagnosis is solely the responsibility of a physician. Information and treatment facilities are provided and include State agencies on alcoholism, committees on alcoholism, Alcoholics Anonymous, Federal agencies, private professionals in the field, and other community resources.

The earlier rehabilitative efforts begin the greater the chances for their success. Rewards to the organization, to the individual alcoholic employee, and to his or her family and friends can be great when rehabilitative efforts succeed. Conversely, the penalties can be severe when rehabilitative efforts either are not made or fail. With alcoholism affecting millions of members of the national work force, including executives at all levels of management, rehabilitation is more than good for business. It has become essential. Setting up programs to rehabilitate the employee with a drinking problem is a challenge that organizations can not afford to ignore.

(*Continued from page 5*)

more. This means home ownership for many. It means educational and other opportunities for their children. Their buying power is immensely important in human terms. It has become a very significant underpinning of the American economy.

There are other myths to be challenged.

"It's so expensive to hire a woman," say some uninformed employers. "They are absent so often because of illness."

Are they? A recent Public Health survey shows that men, on the average, lost 5.4 days during the survey year because of illness or injury. Women lost less time—5.3 days a year on the average.

There's another myth one hears all too often: "I can't hire women especially in supervisory jobs; they're too emotional!" A HARVARD BUSINESS REVIEW study reports that 51 percent of the men executives queried said women are temperamentally unfitted for management jobs. Asked why, they found it very difficult to be specific. According to the study, the great majority of reasons given either could be solved easily or were merely perceived probelms not based on fact.

One further illustration of the emotionality myth: The Administrative Management Society made a study of 1,900 firms. The study focused on jobs that could be performed equally well by men or women. Thirty-two percent of the firms preferred to hire men for these jobs. Thirty-three percent preferred to hire women.

Why the preference for men? The reply was men are more dependable and stable.

Why the preference for women? The reply was women are more dependable and stable.

Yes, attitudes are changing and change they must now as a matter of accepted national policy. But even where the intent is good, attitudes sometimes are surprisingly sticky.

A top executive of a major business enterprise with whom I recently shared a platform said, "Why, our personnel director—a very important post—is a woman."

He told us she had been her predecessor's top as-

(*Continued on page 37*)

Miss Elsie Fahrenthold, National Institutes of Health, checks on artwork plans developed by NIH Information Intern Margaret George (left) and a staff artist. Miss George has completed her internship and is now a science writer in the National Cancer Institute in Bethesda, Md.

Beanpickers From Rio Grande Valley Now Make Jets in Dallas

CHARLES B. GARNETT

More than 600 Mexican-American migratory workers moved 450 miles to gain skills, higher pay, and steady work.

Ragged farmhands who were picking beans or hoeing cotton a year ago, if they were lucky, are now helping build jet airplanes in Texas, hundreds of miles from their former homes. Uncle Sam staked more than $1 million on the ability of 750 unemployed farmhands in the Rio Grande Valley to build airplanes. He won, many times over—and the workers, their families, the community, and the economy are all enjoying the benefits.

More than 600 Mexican-American migratory farm laborers were assisted in moving 450 miles to the Ling-Temco-Vought (LTV) aerospace factories near Dallas to gain skills and permanent work.

A year later many of the newly trained workers are earning $3 to $4 an hour at LTV's plant in the Dallas suburb of Grand Prairie, a sharp contrast to the 75 cents an hour they averaged as migrant laborers in the fields.

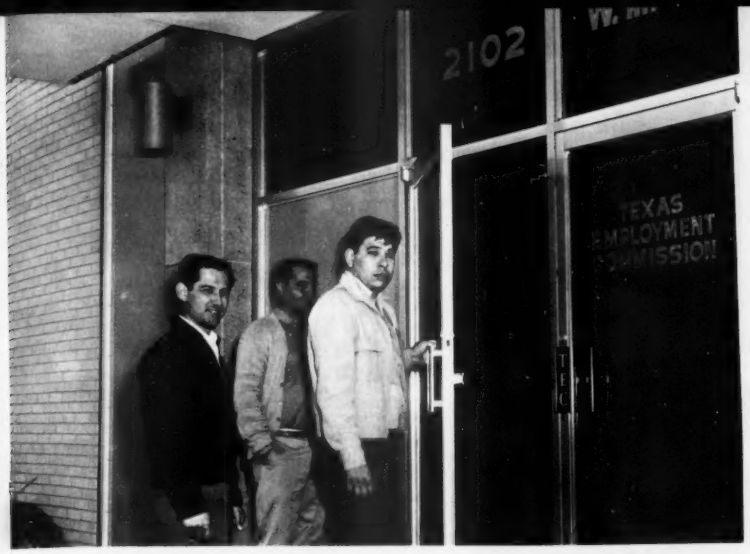
Today, as a result of the Texas Labor Mobility Demonstration project, 631 of the workers are employed full time in the construction of modern jet airplanes. Of the 750 unemployed workers originally recruited for the program, 688 completed 5-week courses in sheetmetal assembly in the Valley cities of Harlingen, McAllen, and Rio Grande City before being moved. Training centers in those cities were established and operated by LTV personnel.

The training got underway in September 1967, with schedules arranged so that 15 workers would complete their initial training each week. Following completion of those courses, the trainees, their wives, children, baggage, and furniture moved to Grande Prairie to start their 8 weeks of on-the-job training at the company's plant.

In all, 2,184 people—men, women, and children—were part of this experiment in training and relocation. It cost the Federal Government an average of $551 per family to make the move. In just 1 year at LTV they had repaid the U.S. Treasury on the average of more than $600 per worker through Federal income taxes.

The profits to the Nation, however, are far greater than the income tax returns. The payroll for this particular group is adding more than $3 million annually to the economy in the Dallas area. In addition, many of those involved had been receiving welfare or un-

Charles B. Garnett is in the Office of Information, Manpower Administration, U.S. Department of Labor.



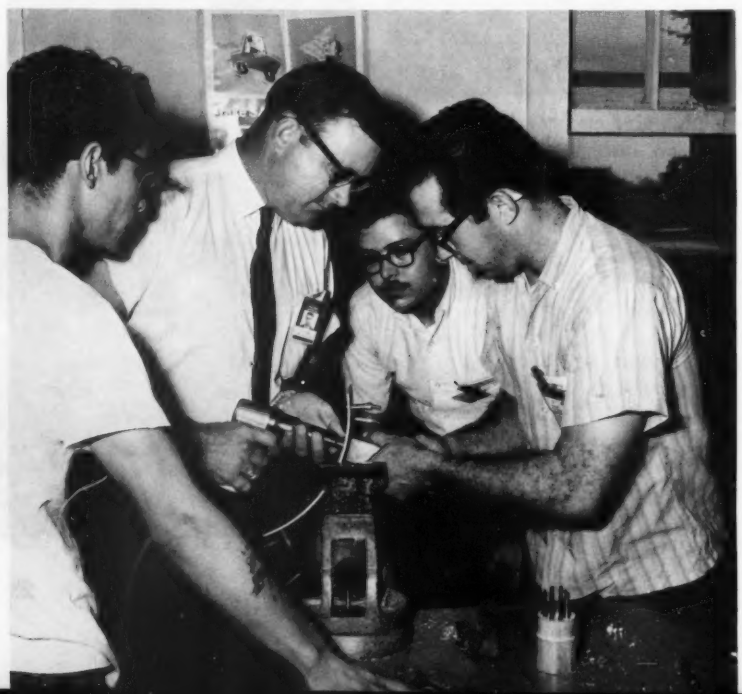
Trainees G. Gonzalez, J. Hernandez, and M. Alanis report to the local employment office at Grand Prairie where they will receive assistance in finding housing and getting settled in their new homes.

A classroom scene at the Rio Grande City training center. The glasses worn by the men are clear safety glasses worn in the work shops.

A group of wives attend a session of instruction on health and medical facilities which are available to them in the Dallas area.

TEC labor mobility officer R. V. Reyes discusses housing needs with M. Alanis upon his arrival at his new location.

Many of the Mexican-Americans who participated in the Texas Labor Mobility program were living in substandard homes in the Rio Grande Valley prior to their entry into the program. Most of the workers and their families now live in modern suburban apartments and houses. Pictured here is Seferino Galvan, a member of the first class of trainees to relocate to the Dallas area, and his family.



An LTV instructor at the Rio Grande City training center demonstrates riveting techniques.

employment insurance payments, which are no longer needed.

It all started as a demonstration by the U.S. Department of Labor and the Texas Employment Commission to show how jobless or underemployed persons in high unemployment areas could be matched to jobs going begging in more prosperous locations.

The Labor Department made available $1,034,127 to help fund the Texas Mobility Demonstration project. The Texas Employment Commission handled the recruitment, referral, and relocation of the men, as well as the allowances for relocation.

Mobility allowances insured that the workers had sufficient money to cover expenses until they received their first paycheck. Money was made available for utility and rental deposits, rent, groceries, transportation, and incidentals.

The Departments of Commerce, Housing and Urban Development, Health, Education, and Welfare, and the Office of Economic Opportunity, and counterpart State agencies joined in providing advise and assistance to make the project a success. The new families were helped to find suitable homes and apartments, to get settled in their new homes, to enroll the children in schools, and to become a part of churches, and community programs.

The idea for the labor mobility project was developed when LTV was faced with a shortage of aircraft assembly workers in 1967. The company was willing to train and hire qualified workers, but the unemployment rate in the Dallas-Fort Worth area had dropped to an all-time low—well under 2 percent.

Meanwhile, the rural economy of the Rio Grande Valley region of South Texas had slowed markedly. In the nonharvest months, the unemployment rate ranged from 16 to 20 percent, providing an abundant reservoir of unemployed persons available for training and employment.

A contract was signed with the LTV Corporation and the project got underway. The keys to the success of the program were appropriate training for the waiting jobs, understanding, excellent counseling, and a determination on the part of the workers and their families to escape their environment of unemployment, poverty, and despair.

A look at the project 1 year later shows how profitable the investment has been for all concerned.

The 688 workers who completed the initial training in the Valley were prepared to enter a new line of work. Most of those who dropped out during the early days of the program did so voluntarily because of family problems, illness, and other personal reasons. Prior to entering the training, most of them had worked in such jobs as hoeing cotton, picking vegetables and citrus crops, and similar pursuits.

Many of them had never seen a jet plane up close and had never been in a building larger than a barn. Now they are helping to build jet planes in an ultramodern factory with more than a million square feet of floorspace.

The changes in their work and place of employment were almost overwhelming. Yet, interviews with fellow workers, foremen, and company executives bring forth agreement that "the new workers are far above average in the quality of their work."

Several of the first group to be employed have already received promotions. Thirty-two of them have been upgraded to positions as job coordinators, and six highly qualified men have moved into "lead man" jobs. Such promotions normally take 3 or 4 years.

All of the new workers were unemployed at the time they entered training. Past employment had been irregular. On those occasions when they had worked at seasonal and part-time jobs, their incomes had ranged from 50 cents to $2 an hour.

Their starting on-the-job training wages, which began the first day they reported to the Grande Prairie plant, were above $2.50 per hour for a guaranteed 40-hour week. Opportunities for overtime were frequent. Increases in wages for good work came rapidly. This income on a regular basis helped to move them away from poverty and enabled them to support themselves and their families. It also enabled them to gain self-respect and recognition in the community.

For the wives and children, the changes were equally dramatic. Many had been living in shacks, substandard housing, or migrant labor camps. Food was often limited and barely of subsistence level. Clothing was mostly patched and ragged. Medical care was practically nonexistent or available only in dire emergencies through public or charitable agencies.

Almost all of the families are now living in new suburban apartments and homes. At least 16 of the families are buying homes of their own. Apartment managers and landlords are enthusiastic in their praise of the stability and conduct of the tenants.

Money for food and clothing is now available. Families no longer have to wait for the issuance of food stamps or the meager income from a day in the fields. Medical care and physical checkups have become a routine part of their lives.

Schooling for the 266 children who moved to Dallas with their parents had been erratic. Today these children are enrolled in local schools where they have become a part of a stable educational system. Talks with school administrators, teachers, and neighbors reveal that the children are good students and participate actively in school affairs.

These benefits to the families are hard to measure. The monetary benefits can be shown more exactly. A random survey helps to illustrate the returns the Nation is getting on its investment:

The names of five of the early participants in the program were selected at random. The costs of their living allowances, transportation, and mobility allowances were compared with their Federal income tax payments during their first year of employment.

Included among the five workers were a single man, a married man with one child, a married man with three children, and two married men each with five children. Total allowances for this group amounted to $3,383.25. In the year, they had already paid $3,119.72 in Federal income taxes.

The above figures do not include the training costs involved in this program. However, it is estimated that within 2 years all Federal money invested in the program will have been repaid in the form of Federal income taxes alone. This does not take into account the other benefits accrued in the form of general economic improvement, or the intangible benefits of a better way of life for a large number of citizens.

The success of this experimental program may well provide guidelines for more permanent training and relocation projects for the disadvantaged. It has received high praise from leaders in government and industry.

W. Paul Thayer, President of LTV Aerospace Corp., said the program was the most successful training project ever undertaken during his firm's 51-year history. "These workers are doing such quality work for us that we wish we could continue the program to obtain more of them."

Department of Labor officials are studying the operation of the program with an eye towards recommending legislation to the Congress that would make it possible to conduct similar programs on a regular basis in other parts of the Nation.

From Plastics to Groceries

JOHN L. BLAKE

Innercity Businesses Grow in Rochester

Take a piece of plastic. Add a bag of groceries, a bent fender, a transformer, an African medallion, a freshly pressed suit, a camera, and a tank of gasoline.

An unrelated group of things? Not in Rochester, N.Y. Altogether, these things are helping to change Rochester's innercity. All are products or services of businesses that have been aided by the Rochester Business Opportunities Corp. (RBOC).

RBOC's job is to create and aid independent business in Rochester's innercity. It opened its doors in February after Eastman Kodak had proposed the idea a couple of months earlier and Rochester businessmen joined hands to put the plans into communitywide operation.

Progress Is Encouraging

Already more than 124 innercity residents have come to RBOC for help. More than $1.5 million of investment money have been loaned to Rochester's innercity by local banks, the U.S. Small Business Administration, and RBOC. These businesses have a potential sales volume in excess of $3.5 million in their first year of operation.

Already 27 businesses have been approved and are in operation. As this is written in early November, 16 new loans are being processed in cooperation with local banks. Fifty others are under consideration. Thirty-one other requests have been rejected for lack of business potential and for other reasons.

The loans range from the less than $500 to a man in the trucking business to the more than $500,000 for the Fighton manufacturing business. Fighton, probably the most ambitious RBOC undertaking, will be run by a Rochester black mliitant group, with the cooperation of Xerox Corp.

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A Piece of Plastic

What about that piece of plastic?

Frank McElrath has it. For 15 years, McElrath, a Negro, was a supervising chemist at Kodak, but he wanted to run his own business. He feels, quite strongly, that the owners and operators of businesses in the black community should be people who live there and care about it. He had tried before in various ways to help change things in the innercity. A couple of years ago he took a leave of absence from Kodak to organize and run a job training center.

He quit his job at Kodak and went to see RBOC's general manager. The manager took McElrath's proposal to the RBOC board of trustees which represents all segments of the city—black and white, rich and poor.

This 29-member board was selected by a steering committee. William Maxion, president of a Rochester printing firm, was elected president. I was appointed general manager and given a leave of absence from my job as training coordinator of the Sybron Corp. The Rochester Chamber of Commerce provided office space and technical service.

RBOC is structured as a nonprofit membership corporation. Capitalization of the corporation has been guided by a finance committee under direction of the president of Xerox.

Some 60 businesses have contributed about $250,000 to the initial operating budget and loan fund. Solicitation of these funds helped spread the word about RBOC.

Proposal Approved

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Kodak moved McElrath from his laboratory to its plastics development shop to study vacuum forming, and also trained him in the technical aspects of the plastics business—cost accounting, business methods, suppliers, equipment, personnel, taxes, legal, credit, and purchasing.

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Three Types of Loans

President Maxion explains that three types of loans have been made.

"First," he says, "we have made loans to set up new businesses. Second, we have loaned money to enable existing businesses to expand so that they can compete with businesses owned by persons outside the innercity. Third, we have enabled innercity residents to buy out the businesses of existing owners."

The loan itself is only one of four ways that RBOC is trying to aid the innercity. The other ways are guidance, markets, and opportunities. The corporation makes available technical, managerial, and other talents from the Rochester business community. Wherever possible, established businesses are asked to be customers for the product or services of innercity business assisted by RBOC, which seeks out business opportunities and finds persons who can profit from these opportunities.

Criteria for Proposals

The corporation general manager pointed out that a flexible set of criteria is used when new business opportunities are evaluated.

"This is true whether the business is suggested by someone coming in off the street," he said, "or whether it is researched and developed by one of the major corporations operating in the Rochester area.

"Typically, the new business must (1) require small initial capital; (2) be labor intensive and have low engineering content; (3) involve equipment that is not too technical for the innercity people who, hopefully, will be employed; (4) be owned, operated, and staffed by innercity people; (5) be located in the innercity; (6) be able to start operation relatively soon; and (7) offer a product or service that will have a broad potential market, including the opportunity for industrial ac-

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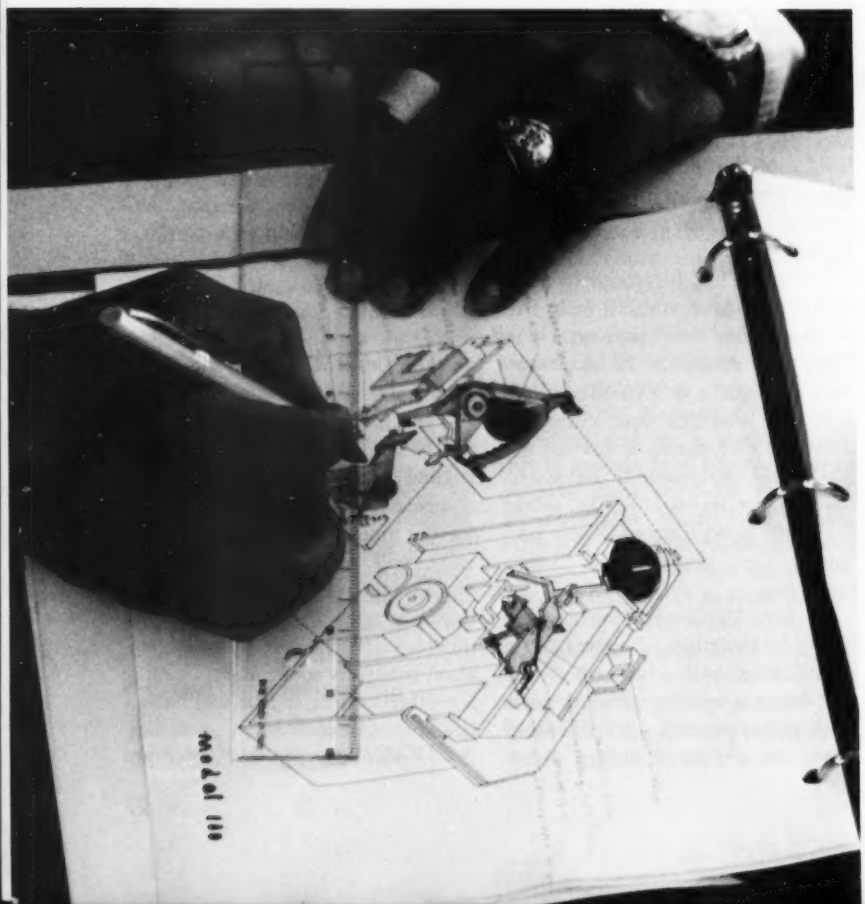
Camura boss Harold Mars goes over the performance records of his employees. He makes the final check on repaired cameras as well as running the business.



counts which RBOC will help to arrange."

President Maxion explained the financing procedure in greater detail.

"We provide financial help to clients both from our own resources and by helping to arrange bank and SBA loans. From our own capital, the corporation makes or participates in loans, loan guarantees, and equity investments. Loans may be for plant, equipment, or working capital and are subordinated to those of other lenders, even to SBA. Interest charges generally are set at the going commercial rate."

There are Problems

"Even today," the general manager says, "with the successes we've had, there are still problems. We cannot help everyone. For example, a young man came in and wanted to start a bakery, but he had never baked before in his life.

"In any program, there are going to be disagreements and there are going to be frustrations. The individual successes we have had, the total good of these successes, and our desire to do more and do it better, these are the things that measure RBOC's progress and make it the best bet for success.

"We realize that not all of these new business will succeed. In fact, we expect that some will fail. Under normal conditions, many businesses fail in their first year of operation. What is important, and at the heart of RBOC's goal, is that the minority community is getting a chance—to fail or to succeed, as the case may be. Fortunately, our percentage of success is far greater than that of the total business community."

Kodak has trained the employees at Camura, Inc. These detailed drawings are of one type of camera that Camura repairs and are an important step in the training program.

Employment Service Review

Unemployment Is Low

In further outlining how Rochester tackled some of its operating problems, Blake discussed the nature of the city, its employment figures, and its minority population.

"In Rochester, the unemployment rate has always been low. Jobs alone were not the paramount goal in the original Kodak plan, but opportunity, dignity, and independence as well.

"The nature of business suggests that most new enterprises will be relatively small to start with if they are to succeed. We know that an estimated $27,000 worth of sales a year are needed to support one industrial worker, according to national figures.

"Rochester's minority people have owned very few of the businesses they deal with from day to day in the innercity because the city's minority community is fairly recent. For example, there were only about 8,000 minority residents 20 years ago. Today the figure is more than 45,000.

"Indeed," he said, "RBOC is changing the innercity."

That change can be seen in the businesses that have been helped or created—grocery stores, clothiers, department stores, cleaners, variety stores, service stations, automobile repair shops, shoe repair shops, construction businesses, restaurants, trucking businesses, a dressmaker, and a house painter.

A Bag of Groceries

What about those other specific products and services that are mentioned as helping to change Rochester's innercity?

As the piece of plastic is Frank McElrath's baby, the bag of groceries is Felix Whittaker's.

He walked into an innercity grocery store owned by a white couple one day recently. The store had been on the location for years but windows were boarded up because of an innercity disturbance. The white owner was thinking of retiring.

"Do you want to sell?" Whittaker asked.

"Here's my apron," said the owner.

That's all Whittaker needed to know. He came to RBOC. He was able to buy the store, rebuild its meat counter. Next step was getting those boards off the windows. Business is good. He is satisfying the shoppers in the neighborhood.

Electrical Transformers

The electrical transformers are one of two products envisioned for Fighton. The other is metal stampings. Fighton will be staffed and controlled by an organization with the tongue-twisting name of Freedom Integrity God Honor Today (FIGHT). The Xerox Corp. will assist in the training of the management and production workers. The project has been awarded a $450,000 grant by the U.S. Department of Labor. Xerox will also provide technical and managerial support and counseling. And, equally important, Xerox will guarantee in excess of $500,000 in annual purchases from Fighton.

The Commission will assist Fighton in expanding the market for its products, and may participate with a local bank in making working capital available.

RBOC has purchased a manufacturing site and will lease it to Fighton. The building is on the edge of the innercity and had been vacant for several years. Windows had been boarded up and the building had started to deteriorate. Now the boards are off and there is new hope in the area.

A Bent Fender

The bent fender is Walter Morehead's job. He had a thriving auto body business—too good, almost. He didn't have enough space to accommodate all the cars coming to him. In the winter, he often had to try to work outside.

RBOC arranged a $25,000 loan from the SBA. The money will be used to enlarge his building. Things should be a little warmer for Walter Morehead this winter.

An African Medallion

The African medallion is what Walter and Sarah McKinney sell along with African-style clothes. They had been selling the clothes from their apartment. The idea for the business had come as McKinney wandered through the innercity as an organizer for FIGHT. When business started picking up and McKinney wanted to expand, FIGHT's president came to RBOC on McKinney's behalf.

Now business is good. The McKinney's have a store in the innercity. They employ four seamstresses who make clothes from the colorful materials Walter imports. He is working on contracts to supply several large department stores with the clothes.

"These soul clothes are beautiful," he says, "and, baby, so is RBOC."

A Freshly Pressed Suit

The freshly pressed suit is what Jim Harris can do for you. He had been in the cleaning business since moving to Rochester from the South.

"At that time," he says, "and it wasn't too long ago, that was about the only job a black man could get."

Jim learned his business well. A couple of years ago, he went into partnership with a white man, but things didn't work out. Jim bought the business, paid off his debts, but wasn't doing as well as he thought possible.

He wanted to expand and get new equipment so he came to RBOC. The resource people took a close

Labor Department Strengthens Local Involvement in Manpower Programs

An order designed to strengthen and improve the involvement of local governments and representatives of the poor in work and training programs in their communities was issued on November 1 by the U.S. Department of Labor.

The Manpower Administrator, Assistant Secretary of Labor Stanley H. Ruttenberg, said that the order will:

1. Enable key heads of local governments to take part in planning and operating anti-poverty manpower programs within their communities.

2. Involve mayors and governors in the planning of manpower programs for their respective jurisdictions.

3. Provide employers, unions, residents of the target area, and trainees with opportunities to engage in the planning, operation, and day-to-day evaluation of these programs.

A requirement that such comprehensive community work and training programs be planned and administered in each community program area was added to the Economic Opportunity Act by the 1967 amendments, under title 1B.

The programs directly involved would be the Neighborhood Youth Corps, New Careers, and Operation Mainstream, as well as major portions of the Concentrated Employment program which includes these Economic Opportunity Act programs as part of its overall manpower services delivery system in a community.

Under the new order, the Labor Department's regional manpower administrators must consult with the heads of appropriate local governments—mayors, county judges, or city councils—prior to making all significant decisions concerning the operation of such programs.

The eight regional manpower administrators have been named Labor's key field men in planning and executing the programs.

The State employment services will be suppliers of all manpower services, including recruitment, screening and orientation, testing, placement in proper manpower programs, and providing job development services. If a State employment service is not organized to provide certain needed manpower services, the regional manpower administrator will arrange for them through another private or public agency.

The new order designates community action agencies as the prime sponsors for such programs, unless they are "jointly determined by the Department of Labor and the Office of Economic Opportunity to be incapable of doing the job."

A prime sponsor will be responsible for the comprehensive program as well as the day-to-day operations of individual programs along guidelines provided by the Labor Department. The prime sponsor also funds 10 percent or more of a project's cost, in cash or in services.

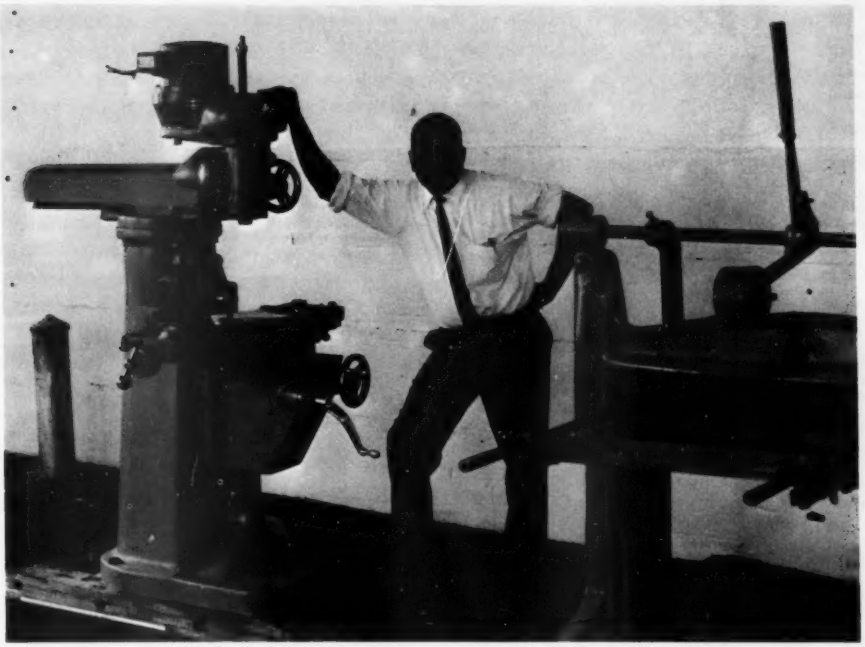
The new order gives the prime sponsor specific responsibility for providing trainees with such supportive services as day care for their children, medical attention, transportation, family services, legal services, and basic or remedial education when these are not provided as part of manpower services.

It spells out that "representative members of the groups being served in a community program area have direct access to and participate in the decisionmaking process involving planning, conduct, and evaluation of community work and training programs and its program components."

In order to meet this requirement, at least one-third of the members of the governing board of the prime sponsor must be selected democratically from among the poor. If the governing board is not structured this way, it will establish a special board which includes at least one-third representation of residents from the areas to be served.

The order directs operational program people to meet once a month with trainees or workers to ensure the latter's participation in the direction of the programs. It also directs the governing board of the prime sponsor regularly to "receive comments, criticisms, and suggestions of the project enrollees."

The new order puts into practice other portions, as well, of the work-training amendments to the EOA and was developed after close consultation between the Labor Department and the Office of Economic Opportunity, the Interstate Conference of Employment Security Agencies, and certain local governmental associations. Among the latter were the National League of Cities, the Council of State Governments, the National Association of Community Development, the National Association of Counties, and the United States Conference of Mayors.



Frank McElrath, P.A. Plastics' owner, stands at his first machine on the day it was installed in the plant. Soon after, he began handmolding his first products while training employees, waiting for additional equipment, and selling new customers.

look at Jim's business. They felt he was doing a first-rate job and that the market was there to justify his expansion.

The corporation loaned $10,000; a local bank loaned $55,000 more with a guarantee from the SBA. The entire package was $100,000 since the owner of the building took back a $35,000 mortgage.

In early September, Jim held his grand opening. With the new equipment, he can now bid on industrial cleaning contracts. He got his first order right off—the cleaning of all the draperies at Kodak's general offices.

The Camera

The camera is related to Harold Mars at his business, Camura, Inc.—a camera repair and small appliance service business. It is sponsored by the Rochester Urban League. Kodak, as its first customer, has contracted for the repair of its most popular camera.

The grand opening was held in September. Mars is the general manager and has five young men from the innercity working for him. Five more young men are being trained at Kodak and soon will be added to the staff.

The guiding spirit behind Camura's operation is spelled out in Mars' message to his employees.

"Camura was originally set up as an innercity business to be operated and staffed by people from the urban area. Hard work and expansion will build the name Camura, Inc. to a point where people will recognize that it means quality workmanship, a progressive firm on its way up, and highly motivated, courteous, and capable personnel.

"We are also looking forward to that time when each and every one of you will become skilled in your craft and thus able to assume higher and better paying positions with Camura, Inc. There will be openings within our shop as we continually grow to eventually take our place in that great competitive arena of the business world."

A Tank of Gasoline

That leaves the tank of gasoline. That's what Linzy Reason will sell you—in addition to tires, oil, batteries, and any repairs you might need. He has a Texaco station in the innercity. RBOC, and a local bank loaned him $10,000 to go into business. Texaco put him through a dealer's school.

Now, Linzy seems to be making it. "I've been working 16 hours a day, but I don't mind. RBOC has given me a great opportunity. This is the only way for people like me to get started."

A group of corpswomen hear a firsthand report on problems in the city schools from guest lecturer Rhody McCoy.

Women's Talent Corps Highlights

Career Development in Ghetto Areas

AUDREY C. COHEN

Economic advancement and community improvement can be the combined, direct outcome of career development for the poor, when such development takes place in the field of human services. For this field uniquely offers a two-pronged attack on the problems of the poor, the undereducated, and the underemployed; it simultaneously benefits both the individual and the community. It is the philosophy and the goal of the Women's Talent Corps to develop and provide new careers which will result in individual economic advancement and community revitalization.

To be effective, a career development program must establish new job classifications, new entry levels, and new routes of advancement—or career ladders—along which the new jobholders can progress. It must also provide a relevant, intensive educational and training

course which will equip heretofore unqualified persons for such new careers.

This is what the Women's Talent Corps was able to accomplish for 113 women in its first year of operation, and for 180 women during its second year. Initially, the career training and educational institute established two primary goals for itself: (1) to orient and train women from low-income communities to become competent and effective paraprofessionals in agencies of community service, and (2) to work toward the establishment of career lines in New York City institutions, starting with those in the poorer neighborhoods—the schools, hospitals, research centers, community centers, etc.—to revitalize the low-income community from within. These, of course, are the exact areas where help is needed most. Overcrowded schools, long clinic lines, interminable waits for psychiatric or counseling assistance offer evidence of the great need for increased, qualified personnel. The double objective made the Women's Talent Corps a unique experiment. Among the first to recognize and do something about the fact that training which leads to yet another dead-end job is meaningless, the Corps was also the first to base its working principles on the assumption that existing institutions can be a fertile ground for change.

Established in 1964 and funded in the fall of 1966, the Women's Talent Corps, in 1 year of operation, created seven new career lines: teacher assistants, guidance assistants, occupational therapy assistants, recreational therapy assistants, social work assistants, mental health workers, and research assistants. Two additional career lines were opened during the second year in the housing and legal service fields. These career lines for preprofessional openings, were developed as a result of the Women's Talent Corps' work with the professional unions, the Civil Service, New York City's Department of Personnel, the Manpower and Career Development Agency, and other major public and private agencies throughout the city. The Corps was able to convince those in positions of responsibility that employing trained people from local communities could have far-reaching positive effects. The trainees, themselves, by being offered a whole new range of job possibilities above entry level, would gain new hope for the future. The community would benefit by improved services, and overburdened professionals would be able to concentrate on duties which required their professional skill.

In order to provide the community agencies with women equipped to handle preprofessional tasks, the Women's Talent Corps developed an entirely new approach to training. This approach is based on the philosophy that academic knowledge integrated with actual work is the best kind of preparation for a career, preprofessional or professional, and that one without the other is sterile and insufficient. An intensive, 30-week program was designed to combine a sound base in the theoretical concepts of education, sociology, and social psychology with a practical working knowledge of these theories in the field.

Minimal Education Required

The program assumed no extensive education on the part of the trainees except minimal reading, writing, and arithmetic skills. Many of the trainees had had no high school education; some had not completed grade school. A third were receiving public assistance, but with permanent employment, several would need this no longer or require only reduced benefits. All but one trainee had children. To most employers, these women were unemployable, but they were intelligent and they wanted to work. They know the problems of

Carrie Lee works at the Manhattan Bowery Project as she trains for her new paraprofessional career as a Social Worker Assistant.

Audrey C. Cohen is Executive Director, Women's Talent Corps, Inc., New York City, an organization dedicated to the training and placing of adult women from the ghetto areas in useful careers in public service. The Women's Talent Corps, Inc. operates on a grant from the U.S. Department of Labor.

Dorothy Taylor obviously enjoys working with these youngsters at a New York school as she trains as a teacher assistant under the Women's Talent Corps program.

Mrs. Creola Butler, a Women's Talent Corps trained teacher assistant, helps some youngsters with a reading problem.

Mrs. Vivian Scott, a teacher assistant, works with first grade pupils. Without Mrs. Scott and others like her, many children would not be able to have the individual or small group instruction they desperately need.

their communities and wanted to play an active role in resolving some of these problems.

The trainees were selected for their desire to help others, their innate knowledge of poverty and poverty conditions, and their basic ability to learn. Despite limited formal education, these women learned to perform effectively in a preprofessional capacity as a result of the training and education in the program. The Women's Talent Corps stresses to its trainees that education must be a continuing process if the student is to be a productive and growing human being.

The training program starts with an orientation period of 4 weeks during which the trainee is introduced to the broad scope of human services in the city of New York, the service agencies that exist, and the methods by which these agencies reach the population. Upon completion of orientation, the trainees divide their time between supervised field work and continued academic instruction at the institute.

Facts and Skills Stressed

The classroom curriculum deals with facts, skills, and attitudes. Trainees work with the basic concepts of psychology, sociology, and educational theory as applied to everyday problems. There is a constant interplay between academic theory and practical experience.

At the heart of the program is a group of women who perform a dual role as teachers in the classrooms and coordinators in the field. These coordinator-trainees are professionals with working skills and experience in the education, health, or social welfare fields. They work closely with the Corps trainees, participating in and supervising their academic training at the institute and following them into their field placements. They meet regularly with the trainees, acting as discussion leaders, counselors, tutors, and guides, encouraging, stimulating, and explaining. In the field they provide the link for consultation and evaluation between the trainees and the agencies and between the professional supervisors at the participating agencies and the planning staff of the Women's Talent Corps.

It is a measure of the program's success that in most instances, the training agencies, convinced by the trainees' performance, were willing and able to open permanent job lines and to hire the trainees for these new career positions.

These positions, above entry level, were made possible only by the delineation of meaningful job functions through the combined efforts of the Corpswomen, the coordinator-trainers, and the administrative and supervisory staff of the cooperating agencies. It is within this context that the job description becomes significant, for it provides concrete evidence of what was and is being done and why these new job classifications were needed in terms of both the individual and the community. This cooperation, added to the ongoing training and natural talents of the assistants, made it possible for the women to develop, in depth, their skills and capabilities in areas of community service and also yielded consistent and positive recognition by the institutions in which the assistants worked.

New Career Lines

During the first year of the program, 75 women worked as trainees in grade school and junior high school classrooms and guidance offices in the New York City schools. Upon completion of their program, they were hired by the New York City Board of Education as the first educational assistants to teachers and guidance counselors.

Trying to persuade a slow-moving educational bureaucracy to establish such positions was considered by many observers to be, at best, a calculated risk. Intensive efforts by the Women's Talent Corps Executive Director, however, gained internal support from a few of the more imaginative school superintendents and principals. They recognized at once, and this was confirmed by subsequent experience, that trained, semiprofessional assistance in the classroom and guidance offices of their schools would help to meet two pressing needs: more staff and a closer relationship between school and community.

Despite growing support within the school system, it at first seemed that the Board's habitual reluctance to change established patterns of operation might indefinitely delay the creation of new positions. As the year progressed, however, increasing pressure was brought to bear on the Board. Support enlisted by the Women's Talent Corps ranged from the mayor to the trainees themselves, a group of whom pleaded for the establishment of permanent positions which they could fill upon completion of their training.

Of particular importance was the support given to the plan by the United Federation of Teachers (UFT). After months of negotiation, it was agreed as a matter of policy to endorse the new job line and to recognize training by the Women's Talent Corps as qualification for the new positions. A preliminary salary scale and job description were drawn up by the UFT, in consultation with the Women's Talent Corps. The union passed a resolution in February 1967 to "press for the employment of teacher assistants when we negotiate with the Board of Education."

Early in April 1967, shortly before the first group of trainees was to conclude the first phase of on-the-job training, the Women's Talent Corps received word

that the Board of Education was willing to share the cost of the final 12 weeks of training in the schools, as requested. At a meeting on April 11, Dr. Bernard E. Donovan, superintendent of schools, agreed to hire Women's Talent Corps teacher assistants and guidance assistants, beginning in September 1967, and to request that the Board of Education establish permanent new positions. A hundred women from the second year's class received their field training in the city school system. The battle was won.

Change Has Been Accepted

Spurred by the example of the Women's Talent Corps trainees, the Board of Education has recently instituted its own "Career Ladder" programs for educational assistants. The institutional change initiated by the Women's Talent Corps thereby became an accepted new pattern.

The educational assistant fills many roles, some routine, some challenging. In the classroom, she may work with the teacher or alone in helping individuals or small groups of children. Specifically, she may do remedial work in reading and arithmetic, teach English to non-English-speaking children, conduct special classroom projects, give homework assistance, read stories aloud, listen to oral book reports, handle classroom emergencies, supervise arts and crafts projects, assist with dramatic programs, plan class visits, conduct library programs, prepare special holiday programs, provide continuity to a class when visitors or a substitute teacher come in, give spelling tests, conduct opening exercises, check classwork and homework, keep attendance records, play piano for assembly or rehearsals, update bulletin boards, lead outdoor play duties, distribute supplies, organize the class for dismissal, and use office machines. She may make home visits to the parents of a child to discuss his difficulties in school or to see a sick child or shut-in parent. She may also conduct or assist at parent conferences in school.

In the Guidance office, the educational assistant may help the counselor in work with individuals and groups, with special emphasis on establishing closer ties with parents and other members of the community. She may deal with individual students, discussing remedial assistance, truancy, absence, class cutting, college applications, class programing, etc. For the guidance counselor, she may gather information from records, report cards, teacher evaluations, and college transcripts. She may serve as the office receptionist and perform basic clerical duties.

As a bridge to the community, the educational assistant helps to interpret the goals of the educational process to parents and other members of the child's family and interested community groups, and to interpret for the professional staff student progress and the existing attitudes of parents toward the school and its policies.

The tasks of the occupational and recreational therapy assistants now at Bellevue and other New York hospitals are to assist professional therapists in their supportive and intensive therapy for patients in the areas of homemaking, beauty culture, gym activities, and woodworking. The therapist assistant establishes an individual relationship with a particular patient, observes his needs, and relates these to the occupational therapist and other professional staff, both individually and in staff meetings.

Women's Talent Corps research assistants are at work in the Institute for Developmental Studies in New York where they help to develop and administer questionnaires for low-income Negro women in order to determine the nature of child rearing practices and their effects on children's learning.

Social work assistants are carrying out varied and numerous activities in neighborhood centers, hospital settings, and specialized agencies. For older people they are arranging senior citizens programs. With children they assist with remedial reading programs, camping activities, etc. In some agencies they assist with library, clerical, and supervisory work. In hospitals, they visit wards, serve as hostesses to visitors, collect research data, assist patients, make home visits, and take part in therapy and lecture sessions. Their jobs are as varied as the activities of the agency for which they work.

Mental health assistants serve in specialized agencies set up to help ex-mental patients adjust to normal community life. They make home visits, aid the ex-patient in his search for suitable living quarters or employment, escort him to city agencies, lend a hand in running clerical and other services of the mental health agency, and handle crisis and other emergency problems.

Several Women's Talent Corps graduates were offered positions in other agencies. These include some who were not hired by the training agency and others who could not subsist on the low salary of an educational assistant.

The Way Is Up

The roles of the paraprofessionals described above will be expanding and changing as the women grow

with the job. Many of the Corpswomen have already indicated their desire and some their educational plans for attaining professional status in their new fields. Prior to their training, these same women were working as domestics, lunch counter girls, laundry sorters, etc. Today, the majority are in permanent career positions that are satisfying to them and to the people they help.

Having demonstrated its effectiveness in its 1966–67 program, the Women's Talent Corps received a direct grant from the Department of Labor for continuing and augmenting its operation as a new careers training and educational institute during 1968.

Experience from its first year of operation, however, made it clear that although what the Women's Talent Corps was accomplishing was vital and meaningful, a need existed for more than a new careers training program. Many of the trainees expressed a desire to continue with their education, but because of their limited academic qualifications, they could not expect to be considered for admission by established institutions of higher education. Was there a college which would take into account their life experience, their family responsibilities, their strength and weaknesses? Where were they to turn if their new-found hopes were not, once again, to end in frustration?

A New 2-Year College

The Women's Talent Corps set about to formulate plans for a 2-year degree-granting college, the College for Human Services, which would answer all these needs. The proposed college is based on the same principles as the original training institute, but offers a curriculum of greater scope and depth so that credits may be transferred to other educational institutions. Its admission policy, curriculum, and faculty roster depart radically from accepted patterns—but then, the problems it is attempting to solve require radical solutions.

Application for a charter to enable the College for Human Services to grant an associate degree has been made to the Board of Higher Education of New York State. While awaiting the decision of the Board, the college is functioning. The 200 women who are enrolled in this year's program are also considered first year students of the college. The college hopes to secure adequate funds to allow it to offer a "sophomore year" next year for a limited number of students.

The Women's Talent Corps sees the College for Human Services as a logical extension of its innovative approach. Just as the concept of "New Careers" is to provide new mobility in terms of jobs, so the basic concept of the College for Human Services is to provide new mobility educationally. The College for Human Services, we believe, offers one possible solution to the problems of education for the people of the innercity ghettos.

Sex Discrimination

(*Continued from page 21*)

sistant. When the predecessor left, she asked for the job. My friend confessed he was unenlightened then and told her he didn't see how she could do the work. It meant hiring men; it meant traveling; and so on and on. The young woman pointed out that she had been coping with all these assignments and persuaded him to give her a 6-month trial period.

And, said the executive, "We gave her a try. She is magnificent! She's been on the job for several years and she's the best personnel director we've ever had."

The audience of business women applauded. Then I asked, "Do you pay her as much as her predecessor?"

His reply was to blush—to stammer a little—and say, "I'll raise her salary when I get home."

Changes will come more quickly as more and more firms reappraise their employment policies and come to see the price we pay as a society for the underutilization of human potential and especially the price they themselves pay.

Equal employment opportunity employers' declarations of "moral commitment" will add the little word "sex" to statements which now read: "We will do more than receive and consider applicants regardless of race, color, creed, or national origin." Women will be included, too, when they say, "We shall continue to exercise affirmative action in seeking out members of minority groups in whatever part of our society they exist to provide them with meaningful job opportunities." And women will be included when they say, "Members of minority groups will receive equal consideration for all promotions and job placement." When they say, "We will provide training, to the extent possible, to assist all applicants and employees alike in meeting requirements for better jobs," all will, as it must, include women, too.

This will be so, not only because the law requires it, but because it makes just good plain common sense. From now on we are committed to the view that women are people. Discrimination of any kind has no place in our democratic society. We need the very best that all our people have to contribute.

a year of

PROGRESS in employing the handicapped

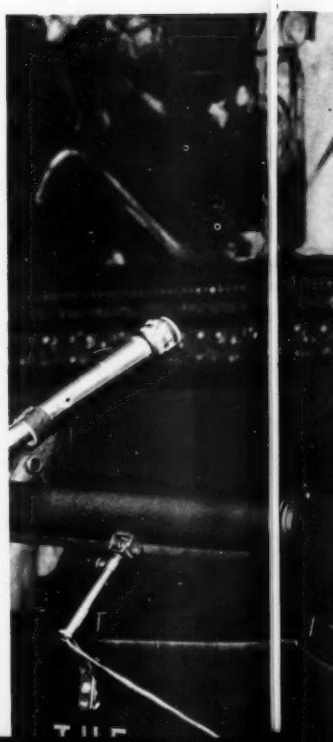
RUTH KUNZE

Records of the President's Committee on Employment of the Handicapped show that 1968 was one of progress. The U.S. Employment Service and State Employment Service offices placed 303,000 men and women with physical and mental disabilities, the highest number since the end of World War II. The Federal Government employed 14,500 handicapped individuals, the second highest yearly figure on record. More than 8,000 disabled veterans of Vietnam and peacetime service were in training under Veterans Administration rehabilitation programs. A record 202,000 persons were rehabilitated under the State-Federal program of vocational rehabilitation, surpassing the old goal of 200,000 annually.

Ruth Kunze is an Information Specialist for the President's Committee on Employment of the Handicapped.

Progress, yes. But offsetting the good news from the Presdent's Committee are these sobering facts: 100,000 out of 150,000 blind adults are unemployed; 30,000 out of 60,000 paraplegics have no jobs; 100,000 out of 400,000 epileptics are without work; most of the 200,000 cerebral palsy victims of working age are jobless; people with a history of mental illness have a very high rate of unemployment; and for lack of training facilities, 3 million retarded adults who could be prepared for work are idle.

These and countless thousands in other serious disability categories are not only without jobs. They are without hope, defeated as much by their own apathy and indifference as by years of public rejection. They have given up trying to become independent, or have never made the attempt. Even the young see no point in acquiring education or job skills they will never get a chance to use.



To reach and sweep into the mainstream of American life this lost segment of our society, four national programs are now underway:

1. A massive advertising campaign, aimed directly at those with little hope and without jobs, was launched in October 1968, by the Social and Rehabilitation Service (SRS), Department of Health, Education, and Welfare. Messages on radio, TV, and in the press stress: "Physical and mental disabilities can be overcome. Today you can get medical aid. You can learn to take care of yourself. You can be taught to do a job you like. You've got nothing to lose but your disability. Write: HELP, Box 1200, Washington, D.C. 20016."

Anticipating that many in need cannot or will not respond personally, SRS is also directing messages to their families and friends. The campaign is being carried out by the Advertising Council, public-service arm of the advertising industry, under contract with SRS. An investment of $80,000 in the first year is expected to result in over $1 million worth of free advertising time and space. Warwick and Legler, a New York advertising agency, has donated the time and talent to develop the ads and commercials.

2. On June 26, 1968, the National Citizens Advisory Committee on Vocational Rehabilitation, after 2 years of deliberations, issued its report to the Secretary of Health, Education, and Welfare. Here, too, emphasis was on the need for an aggressive seeking out of the seriously disabled to bring them hope and help, instead of expecting them to find the will and the way themselves. Some specific recommendations for such an outreach program were:

a. That regional rehabilitation centers be developed to provide comprehensive rehabilitation services for different categories of the severely disabled whose numbers necessitate a regional approach, including the multihandicapped blind; those with such neurological disorders as spinal cord injury, stroke, and epilepsy; those with communication disorders; those suffering with the infirmities of age; and those involved in drug abuse.

b. That vocational rehabilitation agencies establish mobile teams of rehabilitation specialists who can take appropriate professional rehabilitation services directly to the disabled in rural areas.

c. That the Rehabilitation Services Administration strengthen its mechanisms for promoting and developing vocational rehabilitation programs for special disability groups, including substantial increases in central and regional office professional staff to provide program stimulation to, and technical consultation for, public and private agencies concerned with the special disability groups noted in this report.

Harold Russell (left), Chairman of the President's Committee on Employment of the Handicapped, presents to Stephen Tinghitella, editor-in-chief of TRAFFIC MANAGEMENT magazine, a plaque of commendation for his work in training and employing the physically handicapped for transportation jobs.

Photo courtesy Picatinny Arsenal

Thomas Wolfe of Bloomfield, N.J., who has had multiple sclerosis for 12 years and is confined to a wheelchair, has been an electrical engineer at the Picatinny Arsenal for the past 4 years. He works fulltime at the Arsenal where he is involved with the design of miniaturized and hardened circuitry to meet Army needs. His experience highlights the fact that many people with MS are employable and can be rehabilitated.

Jobs the severely handicapped can fill—if they have the motivation, training, and opportunity—are limitless. National programs are now underway to reach millions of disabled men and women currently without employment and without hope.

Implementation of these and other report recommendations, in the words of National Citizens Advisory Committee chairman, Dr. Howard A. Rusk, "could well affect the lives of millions of handicapped Americans."

3. A National Citizens Conference on Rehabilitation of the Disabled and Disadvantaged will meet in Washington, February 27–March 1, 1969, another call to action on behalf of the handicapped and the hopeless.

Representatives of the aged, blind, deaf, mentally retarded, welfare recipients, American Indians, Mexican–Americans, ghetto youth, and crippled children will join with representatives of organizations that provide rehabilitation services to find out what has kept these citizens from the services they need, and how to bring help to them.

While the Social and Rehabilitation Service is sponsor of the conference, the disabled and disadvantaged themselves are participating in planning the content, based on personal experience at the local level.

This conference should bring new hope for restoration of human dignity and opportunities for financial independence through productive employment.

4. The President's Committee, in cooperation with voluntary health agencies, is increasingly concentrating its promotional efforts on severely handicapped groups, such as epileptics, the blind, and those with cerebral palsy, multiple sclerosis, and other diseases now synonymous with unemployment.

An example is the joint 3-year program with the National Multiple Sclerosis Society to expand job opportunities for the Nation's 500,000

(*Continued on page 48*)

Training for Post Office Test at YOC

HARVEY J. WEIN

When the U.S. Civil Service Board of Examiners first decided to set up a test to screen applicants for the Post Office, they did so in order to avoid the practice of nepotism, to increase efficiency, and to diminish political considerations in hiring. The test at that time was deliberately made quite difficult with emphasis on general abilities which included strengths in arithmetic, vocabulary, reading comprehension, and related subjects. The test served its purpose well during the depression years, because it was sufficiently difficult to enable it to differentiate among the scores of persons with higher educations such as teachers, doctors, journalists, accountants, lawyers, and engineers, who were seeking work. However, there has been a general feeling among the public that the test has always been much more difficult than the level of work expected of a beginner in the Post Office.

This testing procedure was continued until March 1967 when a significant change was made in the manner of administering the test. If one had taken the examination prior to March 1967, he would have had to pass the general abilities part before he could go on to the rest of the test. The general abilities part is made up of arithmetic, vocabulary, spelling, paragraph reading, and word analogies. This type of test was suitable for discovering the abilities of the basically well educated person, but did not allow minority groups an equal opportunity to work at the Post Office because of the poorer educational standards set up in their respective communities and the general educational level among minority groups.

Presently, an applicant does not need to do very well on the general abilities part of the test. The test is divided into three sections: Address comparison, following instructions, and general abilities.

The general abilities portion of the test is administered last and an applicant can pass the test with a good score just by doing well on the first two parts.

About 2 months after the change in testing procedures was made, congressional representatives at a meeting in the southern California area decided that because it is one of the largest single employers among Government agencies, the Post Office should make a special effort to hire as many minority members as possible within the rules set up by the Civil Service Commission. As a result of the meeting, a special position was created in the Southern California area entitled "Manpower Development Specialist." The MDS would work for the Post Office, but would be affiliated with the U.S. Civil Service Board of Examiners. His job would be to work primarily with minority groups in southern California towards helping them find employment with the Post Office. H. S. Ramirez was appointed to the position and immediately began cooperating with different employment and training agencies to help them set up training classes which would serve minorities and other persons interested in passing the Post Office test.

When the Florence Youth Opportunity Center, located in south central Los Angeles, heard about the classes, only three or four of them were being taught in the Los Angeles and surrounding areas: One at the East L.A. Service Center, serving primarily adults; one at the Watts Service Center, also serving primarily adults; and one in San Fernando Valley, serving youths.

In April 1968 the Florence YOC, serving youth between the ages of 16 and 22 living in Watts, Compton, Huntington Park, and other south central Los Angeles communities, began the first Post Office test training class in a Youth Opportunity Center. When the suc-

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Harvey J. Wein is employment counselor at the Florence Youth Opportunity Center, Los Angeles, Calif.

cess of this class was discovered, a new class was started at the Los Angeles Central YOC and has been running since the latter part of June 1968.

Since the Florence YOC class was a pilot project for a YOC, much consideration was given to the length of the class and the best time to give it. It was decided that the class should run for 2 weeks, 2 hours a day between 2 p.m. and 4 p.m. If this class were successful, the program would continue with new classes beginning every 2 weeks. By late summer, 10 classes had completed the training and there was a waiting list for the next class. Actually it is difficult to handle all the youth who are interested in taking the training.

As of late August, approximately 200 youths have attended the classes and have been scheduled to take the test, which is held in a special session by the Board of Examiners just for the students in these classes. The test usually is held once a month at Jordon High School, which is located in Watts and easily accessible to most of the students in the classes. Ordinarily the students would have to be tested in downtown Los Angeles if they applied for the test on their own and did not attend the training program.

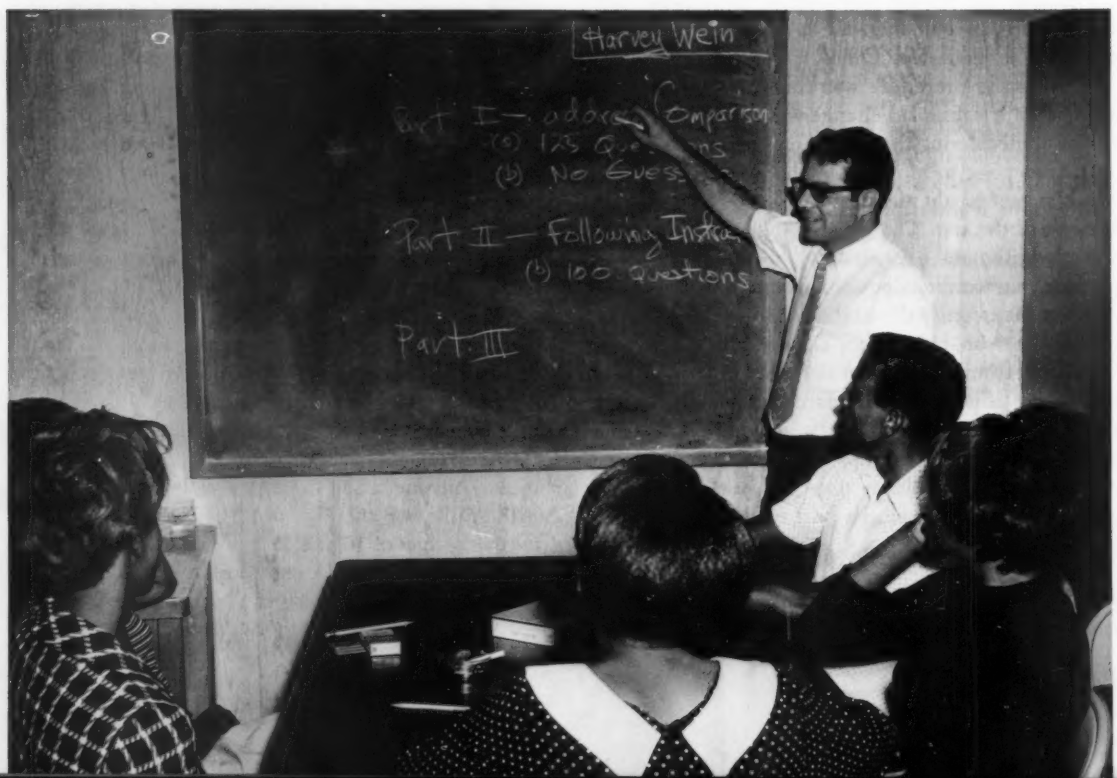
About 80 percent of the 200 youths showed up to take the test and about 80 percent, or 128 students, passed it. This is considered a very good record, since the passing score is 70 and the majority of any one class are members of minority groups, generally high school dropouts whose education is below standard when compared with the schools outside the ghetto area. The average score for all classes to date has been 77.8. Mr. Ramirez believes that the class experience may be worth 15 to 20 extra points for anyone taking the test, since of all applicants in Los Angeles County who take the test without training only 48 percent pass it.

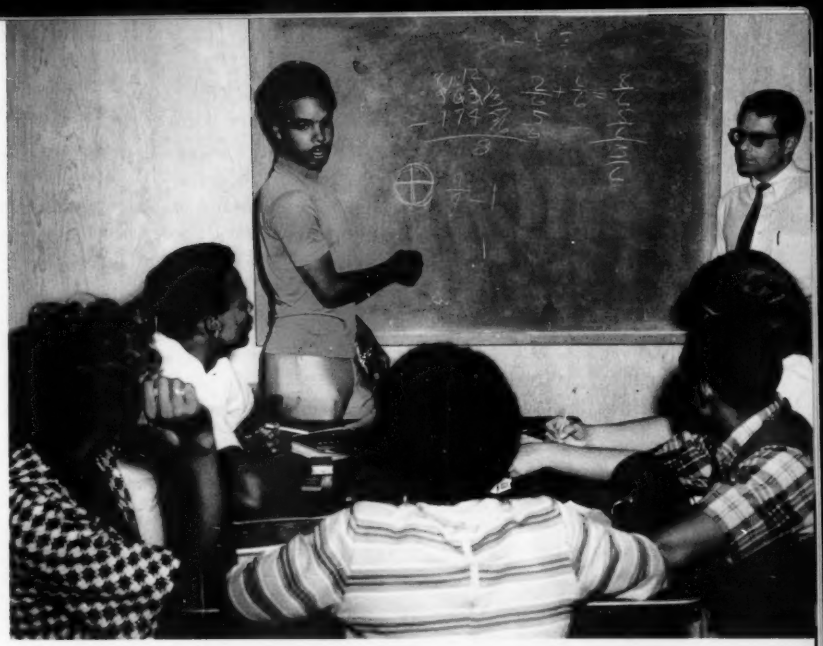
It is not known exactly how many of those who passed have been hired and are now working. Some were called for work only 2 weeks after they passed the examination. The names are placed on a list in order of the score achieved and the applicants are called for work in that order. Some may have to wait as long as 6 months, some may never be called because of low passing scores.

Currently, the Los Angeles Post Office is doing extensive hiring for a new facility which opened in August at the International Airport where 3,000 employees are needed. People whose test score was 76.0 were recently hired.

When the first class was being planned, we knew from experience that motivation would be a problem and that an adequate recruitment process had to be set

The three major divisions of the Civil Service examination are explained to applicants for jobs in the postal service in the Los Angeles area.





Harvey J. Wein, Employment Counselor, YOC, Los Angeles, conducts a class in basic mathematics for ghetto youths preparing for jobs in the Post Office Department.

up to insure that enough students would be present the first day of the class. Before he attends the first day of a class, each prospective student will have had several contacts with the YOC concerning the class: The first contact is by the original recruiter who forwards the youth's name to the counselor in charge; next, the youth receives a card giving the date of the next class and asking him to telephone the office and verify that he is still interested and will be in for the class. When he calls, as much time as necessary is taken to help him understand what the class is about, how long it will take, when he might be tested, and what is expected of him personally. At this point in the recruitment process the youth speaks directly with the counselor who teaches the class. The counselor acts as a salesman, psychologist, and teacher at one time. He must impress the applicant with the good points of the class, he must build up self-confidence in the applicant who voices negative feelings, and he must explain about the teaching procedure and the material used.

If the student says he will be in, the next step is to contact him by telephone the day the class begins to remind him about the class and to mention that the counselor is looking forward to seeing him. This reminder call is extremely important. One class had 35 people who said they would definitely be in on the first day. The reminder call was not made, and only 14 showed. However, for the next class 33 were scheduled to come in, the reminder call was made, and this time 23 showed. This example demonstrates what an important supportive function the YOC can play in the lives of the young people we service, not only in terms of the Post Office class, but in any situation where a young person is trying something new, strange, and different for the first time. Generally speaking, about 66 percent of the applicants who say they will be in, and have had all contacts, actually show up for the class. Once they do come to the class, desire and interest are worked on in the classroom to keep them attending. There is no pay involved and many of them have to walk, hitchhike, or take a bus to the YOC. Keeping them coming over a 2-week period is as important as imparting the information as to how to pass the test.

By teaching the easiest material first—address comparison—and building up gradually to the more difficult material, the student is less likely to become discouraged early in the class and will be given an opportunity to find out that he is capable of learning. The students are kept as busy as possible doing the different parts of the test, helping one another, working at the blackboard, and participating in general discussions. The atmosphere is informal and criticism is kept to a minimum. The students are led to feel that they can ask a question at any time and that they can request the subject to be taught for the day. Many times students' requests have changed the subject matter for a 2-hour meeting. At all times the students are made aware of what material will be coming up next and especially what they will be taught the next day. They are made to feel the class is a going process and that in order to do their best they must be present every day. Generally, 60 to 75 percent of the students who showed up the first day remain in the class almost every day, and 75 percent are usually present the last day. Attendance falls off about the sixth or seventh day and then picks up again during the last few days.

One of the highlights of the training takes place near the end of the second week when the students are familiar with the material. They are tested in conditions similar to the actual test. They add up their own scores and the counselor can predict from these scores how well they may do on the actual test. This method of prediction has worked out well, missing in most cases by only one to three points. This is not done for the enjoyment of the students, but to show them that they can and will pass the test.

The class is not only a place where teaching is done, it is a place in which the counseling process is always in effect. The class is conducted in such a way that the students feel they can learn at their own speed. A few students, who know they will not pass the test because of their poor performance in the class and so do not take it, continue to come to the class. In a sense, it is a social situation where young persons can meet and make new friends.

Training Through Role Playing

If a student does well on the test, he is called in to talk with a Post Office interviewer to discuss his score, his application, and where he might be working. A role-playing situation in class gives the student an idea beforehand about what he might expect in the interview so that he can better present himself. Most of the students are given the opportunity to play either the interviewer or applicant. A critique is held after each role-play situation with both the students and counselor taking part. During the critiques the counselor himself may be criticized.

Bringing a speaker into the classroom has been found to stimulate conversation among the youth. The students seem to want to be active rather than passive. One speaker, a postal employee and also a member of the Mayor's Youth Advisory Council, was a controversial young man, and it did not take long for the discussion to turn away from the Post Office to more vital issues such as civil rights and police community relations. If the class were continuously devoted to learning the students would be bored. Other things must be presented to break the monotony of continuous learning.

Two events which take place during every class do not fit neatly into the teaching or counseling technique categories mentioned above: A tour of the main Post Office in Los Angeles—Terminal Annex—and a visit by Mr. Ramirez to the classroom to discuss benefits for employees of the Post Office.

Each class spends at least 2 hours visiting Terminal Annex. They are taken on a tour by an experienced guide and have the chance to learn first-hand where they may be working in the near future. Terminal Annex with its 5,000 employees is quite an experience for a young person, especially if he has not had much exposure to the world of work. I personally believe that the important aspect of the tour is not so much seeing Terminal Annex itself, but that the youth are able to see minority members, and young people like themselves, in many cases with beards and hair style indigenous to Africa, working at a good job and not being held back because they wish to express themselves through their appearance.

Usually a day or so after the tour, Mr. Ramirez visits the class and talks about the pay scale, vacation and sick leave benefits, possibilities for advancement, and clothing and gasoline reimbursement. His information is very candid and right to the point. He presents facts about the Post Office which generally are not found in Post Office brochures.

During and after his presentation, Mr. Ramirez asks for questions and discussion. Because of his frankness and thorough knowledge of the subject, the classes often remain past the 4 p.m. quitting time, asking more questions about the tests.

When the Post Office classes were first started there were certain specific goals, the most important one being to help the youth pass the test. However, other incidental benefits which were not originally anticipated have been discovered.

This past summer, the Florence YOC was given approximately 300 temporary summer jobs by the Post Office, partly because of the success of the training classes. The Post Office recruiter asked that we select 240 youth scheduled to work in about 1½ weeks. This did not give us much time because specific criteria had to be checked for each youth. In the Post Office classes we had a "pool" of motivated people seeking employment, who were coming to the center every day and did not need to be contacted individually. All we had to do was present the opportunity to work during the summer to them. About 30 youth from two different classes qualified for the jobs and worked for the Post Office, temporarily, at $2.39 per hour until the latter part of September.

Other examples can be cited in which the Post Office classes were a pool to draw from. Recently we received a rush rush order from a motion picture agency requesting that we refer 54 youth to play extras in a motion picture. The students in the class that day were informed of the opportunity and eight of them took the jobs, making from $30 to $50 for 6 to 10 hours of work.

The informal atmosphere of the classroom and breaks for relaxation help to keep the students alert and interested.

The local office staff members know they can come to the Post Office training class when they need someone quickly, even for temporary employment.

Another unanticipated result of the class is close counseling relationship which is being established between the members of the classes and the counselor in charge. In fact, in most cases the relationship is more real than the relationships usually established in a 1-to-1 arrangement, primarily because the youth and the counselor are in direct contact over a 2-week period rather than only two or three times, at the most. Many of the students come to the class early to discuss with the counselor their problems or feelings. Many have returned to the center to inform the counselor that they have been hired and are now working. They feel that someone is interested, which is the basic element in any counseling relationship.

Many of the counselors at the YOC refer youths to the class. After a young person has been in the class 2 or 3 days, the counselor who referred him and the counselor who is teaching the class get together and discuss the youth's performance in the class so that both counselors have a better understanding of him.

To learn more about the young people in the classes, the manager, counseling supervisor, individual counselors, and placement personnel have attended class meetings and participated in the discussions. Staff members also have taken the tour of Terminal Annex and have been present when Mr. Ramirez has given his talks. The class is a place where ideas can be exchanged between the jobseekers and staff, and a place where staff members can speak in a group setting.

In order to serve and work directly with the 200 youths who have taken the classes, over 700 have had contact with the instructor in some way: By telephone, by card, by the counselor receiving the indivdual's name from the initial recruiter.

The response by the youth and the general interest shown towards the classes has prompted the Civil Service Board of Examiners to conduct an experiment with the classes in the Los Angeles and surrounding areas. The Board of Examiners sent a test technician to the classes to administer an actual test the first and last day of each class, using the same test each time. The experiment allows each student two opportunities to be in an actual test situation, noncompetitively, before he takes the actual examination. This in itself acts as a teaching tool. The Board of Examiners and class instructors as well as the job applicants profit from the experiment.

The dual-test administration will be done for each consecutive class for an undetermined length of time until it is felt that enough data have been collected to make all conclusions valid.

Data obtained should make it possible to discover what the effect of the instruction has been in helping the youths pass the competitive examination in the past, and to predict the usefulness of the instruction in the future. We hope these results will inspire other employment agencies throughout the country, particularly Youth Opportunity Centers, to begin programs such as the Post Office class in their respective communities.

The Employment Security Review began its mission in the U.S. Employment Service in September 1934. At that time, it was called the Employment Service News and was published in mimeographed form until April 1935 when it converted to printing. In 1940, the name was changed to Employment Security Review; in 1943 it became the Manpower Review; 1945 the Employment Service Review; and in 1948 it resumed the name Employment Security Review.

Employment Service Review

This is the final edition of the EMPLOYMENT SERVICE REVIEW.

In mid-1968 the Manpower Administrator directed that a magazine of broader scope and different format be published in lieu of the EMPLOYMENT SERVICE REVIEW and UNEMPLOYMENT INSURANCE REVIEW, combining the best features of both publications and adding some other features not heretofore contained in either.

The new publication will be issued under the title of MANPOWER, beginning in January 1969. It will be the official publication of the Department of Labor's Manpower Administration, which administers some 80 percent of the manpower programs funded by the Federal Government.

It is designed for the officials of industry and organized labor, and

In 1964, the magazine again became the Employment Service Review and beginning in 1966 each cover had a photograph tied in to the theme or a main article in the issue. An official nontechnical publication, it was designed primarily as a vehicle for the exchange of operating experiences of the local public employment offices as they carry out the various programs of the Federal-State system of employment security.

for Government employees who need authoritative information on what is now being done, and what is in prospect, in the field of employment and why, where, how, and for whom these undertakings are designed.

The MANPOWER magazine will be in larger size and will use color on the cover and on some inside illustrations instead of plain black and white so traditional with the EMPLOYMENT SERVICE REVIEW.

In lieu of the EMPLOYMENT SERVICE REVIEW, all current subscribers will receive the new periodical, beginning with the January edition. At the expiration of subscription to the REVIEW, the reader may order MANPOWER magazine continued at the annual cost of $7.50 ($9.50 to an overseas address) or 65 cents per copy.

1934
—
1968

Unable to use her fingers, but still a good typist.

Mrs. Mary Brown was employed for more than 20 years by the Federal Government. She took shorthand in Braille at over 80 words a minute, read the tapes with her fingers, and then typed the remembered words at a rapid rate.

Handicapped

(*Continued from page 40*)

men and women with multiple sclerosis and related diseases. (If all the people with multiple sclerosis who were able to work could be put to work, their combined income would add $2 million to America's gross national product, program sponsors estimate.)

The promotion is a three-pronged thrust to establish that, while no cause or cure has been found for MS, a disease of the brain and spinal cord that usually strikes between the years of 20 and 40, most victims experience periods of remissions for months, years, and even decades. During these periods, many are capable of full, productive employment.

Multiple sclerosis victims, many of whom have lost motivation, are a prime target for this message. They are being urged, through personal counseling in MS Society chapters, to get job training and to concentrate on fields, such as computer programing, where qualified workers are scarce and competition does not rule out the handicapped.

Employers who think all MS sufferers are on a downhill road and therefore bad employment risks are being reached with mass mailings, with speakers and films shown at trade, professional, and business meetings, and with other promotion techniques. A key tool is a brochure entitled JOBS AND MULTIPLE SCLEROSIS.

Doctors and rehabilitation and placement specialists are also being reminded that people with MS in remission can work and should be encouraged and helped to do so.

The President's Committee's joint programs with voluntary health organizations, in combination with the other three national efforts outlined can produce a great reservoir of trained workers.

"Would we be ready to accept and absorb them?" is the question which chairman Harold Russell poses these days to staff and volunteers. Skills and resources of personnel for handicapped placement in Federal and State Employment Service offices might be taxed to the utmost, he believes. Local Committees on Employment of the Handicapped which create acceptance of the handicapped at the grass roots level, might have to double their efforts. "But, with the determination and new-born hope of the handicapped as a spur, the challenge will be met," says Mr. Russell.

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